

**INTEGRATION OF COMMUNITY DEVELOPMENT AND
STATUTORY SOCIAL WORK SERVICES WITHIN THE
DEVELOPMENTAL APPROACH**

BY

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DECLARATION

I hereby declare that this dissertation is the result of my independent investigation and that all the sources used have been acknowledged by means of complete reference.

I hereby certify that this dissertation is not submitted for any other degree.

Liezel Landman

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ABSTRACT

Integration of community development and statutory social work services within the developmental approach.

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South African welfare policies and social problems dictate social service rendering in South Africa. Social workers are involved in various service delivery interventions of which community development (macro focus) and statutory services (micro focus) are two separate specialised interventions. In social work practice there is a need for both interventions, however, there is no clear guidelines for social workers how to integrate these interventions in practice.

The aim of this study was to determine how community development and statutory services as two distinctive social work interventions could be integrated in order to render effective, integrated social services within a developmental approach.

A qualitative research approach was utilised for the study and data was gathered by means of four focus group interviews. Respondents for the study included social workers and clients who were involved in both statutory and community development interventions. Research findings indicated that statutory and community development interventions are guided by different processes, time frames, and models of implementation, such as the legislative framework in the case of statutory work as opposed to participatory models in community development. The study concluded that there is not only confusion with regard to the role of social workers, but also a high risk of clients losing trust in the helping relationship when

one social worker simultaneously does community work and render statutory services in the same community. The distinctive nature of statutory services and community development calls for other options for the integration of these two intervention levels. This study proposed three options for social workers and NGOs to integrate statutory services and community development.

Based on the research findings and conclusions of the study, the researcher proposed guidelines for (1) the development of an integrated model and (2) a policy framework for the integration of statutory services and community development within a developmental approach and finally recommended that such a designed model and policy framework be implemented and the impact thereof on social service delivery be researched.

KEY WORDS

Community development

Statutory social work services

Social services

Developmental approach

Integrated social services

Trust in the social worker

Government demands

Social work obstacles

Social welfare policies

Partnerships

Integrated social service delivery model

Policy guidelines

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CHAPTER 1

GENERAL INTRODUCTION TO THE STUDY

1.1 INTRODUCTION

Community development and statutory work require social work intervention on two very distinctive levels of service delivery. They require different skills and competencies. In order to meet the demands of practice and to address the vast range of social problems with which social workers are confronted every day, social workers need to be multi-skilled. According to the New Dictionary of Social Work (1995:60) social work actions mean that the profession entails various speciality focuses, namely: “Statutory obligations, assistance-rendering activities, educational and supervision functions and research tasks as defined in the Social Work Act, 1978 (Act 110 of 1978)”. Within this context, high demands are placed on social workers regarding service provision. Social workers are perceived as and expected to be available to respond to all social needs and issues at all times in the name of service delivery. This misconception has led to social workers providing a service that may well be to the client’s benefit at any given time, but that, within a developmental context, is not sustainable in the long-term. The wide scope of social work and social service delivery challenges social workers to provide services in a holistic, integrated manner.

The demand made by social problems in practice, however, is not the only factor dictating the role of the social worker. Social welfare policies provide the framework for social services, and these policies are not always aligned to the demands and realities of social work practice. Although social work has, from its inception, focused on individuals and communities, the profession has for many years provided social services within a remedial policy framework. This means that social work service delivery focused more on the individual in need and as a result the social work profession neglected its social reform responsibility (compare Elliott, 1993:22; Billups, 1990:15-16; Potgieter, 1998:114; Pittman-Munke, 1999:215 and Midgley, 1996:173).

In 1997 the White Paper for Social Welfare was introduced as a policy framework to regulate social services in South Africa. Along with the White Paper for Social Welfare (1997:11) came the challenge to transform social services from a fragmented, specialised framework to one that was more developmental and holistic. To achieve this, the Financial Policy for Developmental Social Welfare Services (1999), currently under revision, was intended to be a tool for transforming the traditional welfare sector by changing the manner in which welfare organisations were funded. This policy provides for a social service delivery framework, that includes prevention; early intervention; statutory processes; and a continuum of care and developmental services (Financing Policy, 1999:12-13). It also promotes the total spectrum of social service delivery and challenges social workers to adopt and implement a developmental approach to all social work interventions in respect of individuals, families, groups and communities. Furthermore, the developmental approach challenges social workers to make a shift from statutory services to prevention and early intervention, which requires a greater focus on community development.

The developmental approach to social service delivery is defined by Gray (1996:9) as a model which: “discourages dependency, promotes the active involvement of people in their own development, employs a multifaceted, multi-sectoral approach and encourages partnership between the state, provincial government and all other stakeholders in welfare”. The developmental approach is embedded in the theory of social development. Midgley (1995:25) defines social development as “...a process of planned social change designed to promote the well-being of the population as a whole in conjunction with a dynamic process of economic development”. This definition emphasises both social and economic development. The goal of economic development is to improve people’s livelihood and the distribution of wealth, income and opportunity (compare Castells, 1998:13 and Elliott, 1993:24).

To achieve the goals of social development, various strategies may be utilised including individual, family and community strategies (compare Midgley, 1995:25). The focus on individuals and family within a developmental approach includes a capacity-building,

strength perspective, and includes affecting changes within the community as opposed to a remedial approach, focusing only on change within the individual. (Compare Midgley: 1995:25; Potgieter, 1998:117 and Lombard, 1996:167.) Community development entails all the aspects of social development, namely “social-, economic-, political-, cultural- environmental- and personal or spiritual development” (Ife, 1995:132). It takes place in a community setting and configures through projects.

Although the South African social welfare policy is based on a developmental approach to social service delivery, this does not negate the fact that there will always be people in need of remedial (residual) services. Zastrow, as quoted by Lombard (1996:164), explains the residual model as follows: “The residual view holds that causes and solutions for problems lie within the individual”. The White Paper for Social Welfare (1997:13) makes provision for caring for people with special needs, for example, people suffering from mental illnesses; HIV/AIDS; chronic illnesses and substance abuse. Sanders (1987:383) also includes the fields of family and child welfare, youth welfare and women’s issues. Consequently, social workers will always fulfil the roles of both helper and change agent (Billups, 1990:17). The challenge, within a developmental approach to service delivery, lies in finding a balance between these roles in order to focus on capacity building and the alleviation of poverty.

Whilst the need to address poverty is a high priority of the South African Government and the White Paper for Social Welfare (1997:18) promotes the developmental approach to social welfare, with an emphasis on a community development strategy towards achieving this goal, the practice reality is somewhat different. Social workers are confronted with seriously abused, neglected and destitute children, who are in need of urgent care and protection as opposed to being accommodated in community development projects. Potgieter (1998:64) confirms that there will always be a segment of a system (adults as well as children) that will need “specific support, protection, guidance, motivation and challenges by a skilled social worker before they will be able to move, grow or adjust”. This protection, through a remedial/rehabilitative approach, includes statutory processes.

Statutory intervention is relevant in various specialised fields, e.g. child care, mental health and substance abuse. For the purpose of this study, the statutory intervention focus was on child care as a specialised field, since social workers working in communities as community development workers are often confronted with child neglect and -abuse.

Bosman-Swanepoel and Wessels (1995:v) describe child care as a specialised field, emphasising that basic professional training together with good intentions are not good enough to protect neglected and abused children against the incompetence of adults, especially their parents. With regard to children, the Child Care Act, Act 74 of 1983 as amended, makes provision for statutory interventions which entail specific and time-consuming procedures linked to the Children's Court. Statutory social work is defined by the New Dictionary of Social Work (1995:62) as follows: "Specialised field in social work aimed at improving the social functioning of individuals, families and communities by applying administrative procedures prescribed by a written law of a legislative body". The researcher wants to emphasise the different aspects of this definition, namely *specialised*, *administrative procedures* and *written law*. This emphasis is relevant to this study since statutory work requires a different process than in community development where the planning of a project is directed at the needs and pace of the community.

Whilst a developmental approach to social service delivery demands that all levels of intervention (including statutory services) be rendered from an empowering, strength-based perspective and in an integrated, holistic manner, the question remains as to how this can be realised in practice, given the highly specialised fields of statutory services and community development.

The rationale for this research needs to be contextualised against the background of the need for both statutory services and community development in social work practice, and at the same time the prevailing confusion with regard to the role of the social worker in statutory services versus community development. The researcher is a social worker employed by the Christian Social Council (CSC) North in a community development post in Leeuwfontein, a

rural farming community on the outskirts of Pretoria. Initially, the project and the social work post were funded by donations from various private businesses and organisations. Gradually resources became scarce because the project grew and at the end of the second year of involvement in the community, the project was introduced to the Gauteng Department of Social Development for funding purposes. The Department complimented the CSC on the project and indicated that it would fund the post. However, this was on condition that the researcher engage not only in community development but in individual and family intervention as well. At first, this was not a problem for the community since the researcher had worked there for more than two years and the community trusted her. Cases of child abuse were referred to her by the community because of this trust. At that time, the intervention was community-based and the community was involved in the process, for example, by taking responsibility for monitoring a sexually abused child and his/her family. However, this changed when the funding received from the Department of Social Development compelled the researcher to become involved in statutory interventions. These statutory interventions impacted negatively on the relationship and trust between the community and the researcher since her role as facilitator of community development was now confused with someone who takes children away from their families. The removal of children was a totally new concept for these rural people and it made the community very angry.

These realities indicate that both community development and statutory services are necessary in practice. Nevertheless, the realities of practice are such that whilst undertaking community development and practising the developmental approach, social workers are confronted by the necessity to protect and intervene on behalf of the most vulnerable. Statutory social work intervention in respect of children is called for at times.

By finding an answer to the question on how these two interventions can be integrated within the developmental approach, this research study contributed to a clearer understanding of what is expected of social workers in terms of the demands of the social welfare policy to do

more community development as opposed to the practice realities in respect of statutory services.

1.2 PROBLEM FORMULATION

It is important to formulate the research problem specifically so that a clear answer can be sought when conducting a study. Williams, Tutty and Grinnell (1995:56-58) state that the prospective problem must meet the following criteria: “It must be relevant to someone in some setting, it must be a researchable problem; it must be feasible to be solved and the problem must be ethically accepted”. Fouché (2002a:118-119) adds the following: “The formal problem formulation may serve as an effective point of departure for selection of the proposal ... the problem formulation must be specific enough so that the reader will understand what the proposed research study includes and what it leaves out”.

As already indicated, the South African social welfare policy, i.e. the White Paper for Social Welfare (1997) dictates that social welfare services in South Africa must be rendered within a developmental, holistic approach encompassing everyone in need of the service. The policy also emphasises the need for both community development (macro focus) and services to individuals (micro focus), in particular those with special needs. An example of the latter is children at risk which requires the enactment of the Child Care Act (No 74 of 1983), as amended (White Paper for Social Welfare, 1997:11,13).

Statutory work provides protection to children and includes rehabilitative work. Whilst government expects non governmental organisations (NGOs) to take up all the referred statutory cases, the reality is that the same government expects of social workers to engage in community development as a matter of priority. The predicament for NGOs is, however, that government is the main funder of welfare organisations, which places an extra burden on organisations and social workers to do both community development and statutory work simultaneously. This is particularly the case when a social worker is the only professional providing social services in a particular community. This expectation places the social worker under a lot of pressure because if s/he fails to comply, the organisation risks losing its

subsidy. In addition, if a social worker does not intervene by means of a statutory process when it is in the interest of a client, a charge of professional misconduct can be laid against the social worker with the South African Council for Social Service Professions.

Statutory work requires administrative and legal procedures, which demand a social worker's dedication and time. It is also a very costly and time-consuming service because it is primarily a one-on-one service. The cost implications need to be emphasised since inadequate financial resources is one of the critical issues facing welfare organisations. Statutory services are expensive from a financial point of view because they are personnel intensive and require many visits, consultations and telephonic negotiations. The transport costs as well as costs associated with compiling and producing reports, assessments of the various systems and the child's specific needs also need to be included.

On the other hand, community development is also time consuming and demands a serious commitment and the time to gain a community's trust and to build the relationships necessary to facilitate the community development process. By being simultaneously involved in a statutory process, such as removing an abused child from a family, within the same community where a community development process is facilitated by the social worker, could lead to mistrust on the side of the community. This, in turn, could also lead to the community withdrawing from the community development process if it views the two service delivery focuses, i.e. statutory services and community development, as two dichotomies.

The key question, however, is whether it is fair to expect a social work practitioner to engage in both statutory service delivery and community development simultaneously. Current social work practice indicates that this is difficult. However, at the same time, there is a need for social services to be rendered in an integrated, developmental manner in order to be effective. Billups (1990:17) indicates that this is possible by combining rehabilitative social services, including statutory work, and community development on a mezzo (policies and programmes) and macro (community) level. There can therefore be no dispute about the fact

that both statutory services and community development are important social work interventions.

It was the premises of this research that social workers in practice are caught in the middle of a dichotomy between the social welfare policy framework and practice realities. Although the policies (compare White Paper for Social Welfare, 1997 and the Financial Policy, 1999) are clear that all social services need to be rendered within a developmental framework, there is no clear direction from government on how organisations and social workers should attend to both statutory services and community development simultaneously in an effective manner.

In summary, there is a need to integrate community development and statutory services if social service delivery wants to shift its focus from statutory services to early intervention and prevention. On the other hand, practice indicates that this is difficult. Yet Government expects this shift from social workers but without giving any clear guidelines on how this should be implemented in practice. Hence, the research question for this study was to investigate how community development and statutory services can be integrated in order to facilitate effective social service delivery within a developmental approach.

1.3 PURPOSE, GOAL AND OBJECTIVES OF THE RESEARCH STUDY

1.3.1 Research purpose

Fouché (2002b:108) explains that any research endeavour should have a purpose either to explore, describe or explain. Bless and Higson-Smith (1995:44) describes the aim of exploratory research as research done to gain insight into a situation, phenomenon, community or individual.

The purpose of this research study was to explore and gain insight into the practice experiences of social workers with regard to how community development and statutory services can be integrated and meet the criteria of the White Paper for Social Welfare (1997) to render social services in an integrated, developmental manner.

Directed by an exploratory research purpose, the goal and objectives of the study will be succinctly discussed.

1.3.2 Goal of the study

Fouché (2002b:107) defines the difference between a goal and objective. A goal is a broad, abstract effort to attain an end, while an objective is a more concrete, measurable and speedier achievement of the end.

The goal of this study was to determine how community development and statutory services as two distinctive interventions can be integrated in order to render effective, integrated social services within a developmental approach.

1.3.3 Objectives of the study

The objectives of the study were as follows:

- To theoretically conceptualise community development and statutory work within a developmental social welfare approach.
- To determine the key focus areas and roles involved in community development and statutory work as social service delivery interventions.
- To determine the common ground between community development and statutory services and from this premise, investigate how organisations and social workers can integrate these two distinctive service delivery interventions effectively.
- To make recommendations on how these two interventions of service delivery can be effectively integrated in a developmental approach.

1.4 RESEARCH QUESTION

The importance of the hypothesis and the research question is defined by Taylor (2000:63) as follows: “Research questions and hypotheses are essential in guiding the research process and providing solutions to solving problems in both quantitative and qualitative research”. The hypothesis is mainly used in quantitative research and can be defined as a testable statement of a specific relationship between two or more variables (Goldenberg, 1992:362).

The researcher wanted to explore the perceptions of social workers and clients regarding the integration of the two social service delivery interventions, and therefore a research question was formulated. A research question is usually more relevant for qualitative studies, it is a more open question about the relation between variables and is used when a researcher has no idea of what the outcome of her/his question will be (compare De Vos, 2002a:36).

The research question for this study was as follows: How can community development and statutory services be integrated in order to facilitate effective social service delivery within a developmental approach?

1.5 RESEARCH APPROACH

There are two main approaches to research, namely qualitative and quantitative. The qualitative research approach refers to “research that elicits participant accounts of meaning, experience or perceptions...it is concerned with understanding...and the subjective exploration of reality from the perspective of an insider” (Fouché & Delpont, 2002:79). This approach can also be referred to as the ‘warm’ approach. Cresswell (1994:1-2) on the other hand, defines quantitative research as being “a testing of a theory composed of variables, measured with numbers and analysed with statistical procedures in order to determine whether the predictive generalisations of the theory hold true”. The quantitative approach can be referred to as the ‘cold’ approach because an answer is sought that was set out by a hypothesis at the beginning of the study.

This research study investigated what the perceptions of social workers and clients were on the integration of the two social service delivery interventions, and therefore made use of the qualitative research approach.

1.6 TYPE OF RESEARCH

Fouché (2002b:108) indicates the goals of research as being either basic or applied. Neuman (1997:22) describes applied research as “frequently descriptive research, and its main strength is its immediate practical use. Applied researchers try to solve specific problems or

help practitioners accomplish tasks”. This research study utilised applied research because the research problem is an issue social workers struggle with in practice. The conclusions and recommendations made from this research addressed the immediate problem of how to integrate community development and statutory services in practice.

Within the framework of applied research, this research study included a sub division focussing on *developmental research*. De Vos (2002b:394) defines developmental research as “...the development of a technology, or rather a technological item, essential to a profession such as medicine, nursing, psychology or social work”. The technological item refers to the development of guidelines or a framework or a programme. In this research study the recommendations include guidelines on how to effectively integrate two social service delivery interventions, i.e. statutory services and community development.

1.7 RESEARCH DESIGN AND METHODOLOGY

1.7.1 Research design

The research design is defined in the New Dictionary for Social Work (1995:53) as “...a plan of a research project through which data is gathered in order to investigate the hypothesis or to realise the aim”. Fouché and De Vos (2002:137) quotes Huysamen when describing the research design as a plan or blueprint according to which data are collected.

Fouché (2002c:271) argues that although a research strategy is also a research design, in the case of qualitative research, *strategy* is preferred and it refers to “the option available to the qualitative researcher to study certain phenomena according to certain ‘formulas’ suitable to their specific research goal”.

The research strategy relevant to this study was a case study and, in particular, an *instrumental* case study which, according to Fouché (2002c:276), is used to elaborate on a theory or to gain a better understanding of a social issue. She continues by stating that the case study merely serves the purpose of facilitating the researcher’s gaining of knowledge about the social issue.

Bless and Higson-Smith (1995:43-44) define a case study as a “detailed and thorough investigation of a few cases, it is also a way of organising social data and looking at the object to be studied as a whole”. Fouché (2002c:275) indicates that the *case* that is being studied can refer to a process, activity, event, programme or individual or multiple individuals. In this research study, the perceptions of social workers and clients were obtained on how statutory services and community development can be integrated in order to render effective social services. The social issues relevant to the instrumental case study’s focus were embedded in the problems that require statutory services such as child abuse or neglect and in the case of community development, social problems such as unemployment, poverty and inequality.

1.7.2 Data collection methods

In a case study, in-depth data collection methods must be used to capture the core aspects of an issue. This involves multiple sources of information that are rich in context (Fouché, 2002c:275). In this research study the researcher made use of focus group interviews.

Greeff (2002:306) defines a focus group interview as a “carefully planned discussion designed to obtain perceptions on a defined area of interest in a permissive, non-threatening environment”. The perceptions obtained in this study were those of social workers and clients involved in both statutory services and community development, either as service providers or consumers.

During the interview, carefully formulated and sequenced questions based on the purpose of the study are necessary to elicit a wide range of responses (Greeff, 2002:314). It is therefore essential that the researcher structure the interview with great care. Greeff (2002:314-315) indicates the principles for developing questions for focus group interviews, that guided the questions for this study as follows, namely:

- Questions must be asked in a conversational manner in order to maintain an informal environment conducive to gaining information.
- The wording of the questions must be direct, forthright, comfortable and simple.

- The questions must be formulated in the words the participants would use when talking about the issue.

It was envisaged that four focus group interviews would take place with approximately 10 respondents each. Two focus group interviews consisted of social workers and the other two focus group interviews consisted of clients. Greeff (2002:312) indicates that the number of focus group meetings necessary for a particular study is variable and depends on the research aims or purpose of the study. The diversity of the responses and the saturation point of data (compare Greeff, 2002:312) directed the researcher's decision to not include more focus groups.

1.7.3 Data analysis

Kerlinger, as quoted by De Vos, Fouché and Venter (2002:223) defined data analysis as “the categorising, ordering, manipulating and summarising of data to obtain answers to research questions”. This analysis of data should be in accordance with the purpose of the study. The researcher should transcribe and analyse interviews while they are still fresh in the mind (Greeff, 2002:305). This author continues by stating that the aim of analysis is to look for trends and patterns that reappear and indicates that the basis for analysis is transcripts, tapes, notes and memory (Greeff, 2002:318).

During the focus group interviews, the researcher acted as a group facilitator whilst a social work colleague acted as co-facilitator and assistant in data capturing. The researcher utilised a tape recorder to capture the data. In addition, the researcher and research-assistant took notes during the sessions.

1.8 PILOT STUDY

A pilot study is defined in the New Dictionary of Social work (1995:45) as the process whereby “the research design for the prospective research is tested”. De Vos (1998:179) defines the pilot study as “the dress rehearsal of the main investigation but on a small scale”.

According to Strydom and Delpont (2002:337), the pilot study in qualitative research is usually informal and a few respondents, having the same characteristics as those of the main investigation, may be involved in the study merely to ascertain certain trends. Royse, as quoted by Strydom and Delpont (2002:337), indicates that the purpose of the pilot test in qualitative research is to determine whether the relevant data can be obtained from the respondents. According to Strydom (2002a:213), it is necessary to obtain an overview of the actual, practical situation where the prospective investigation will be executed.

Respondents for the pilot study were selected according to the same criteria applicable to the main investigation. The interview schedule for social workers was pilot tested in a focus group with two social workers. The interview schedule for clients was tested in a focus group of three clients. These respondents were not included in the main study.

With regards to the feasibility of a research study, qualitative research can be time-consuming because it delves into complexities and processes in-depth (Fouché & Delpont, 2002:80) and therefore in-depth interviews take place. On the other hand, it saves costs of duplicating and distributing of data collection methods such as a questionnaire. The venue of the CSC North's head office was utilised for the focus group interviews. This office is situated centrally in Pretoria and was accessible to all welfare organisations in Pretoria.

1.9 POPULATION, SAMPLE AND SAMPLING METHOD

Arkava and Lane, quoted by Strydom and Venter (2002:198), draw a distinction between universe and population. Universe, according to them, refers to all potential subjects who possess the attributes in which the researcher is interested and population is a term that sets boundaries on the study units. It refers to individuals in the universe who possess specific characteristics. However, the concepts *universum* and *population* are used interchangeably by different authors. Bless and Higson-Smith (1995:85) use the terms as synonyms and define the population (*universum*) as “the entire set of objects and events or [a] group of people which is the object of research and about which the researcher wants to determine some characteristics” (compare Grinnell, 1993:143).

From the population a smaller group is chosen which refers to the sample (compare Strydom & Venter, 2002:198 and Bless & Higson-Smith, 1995:86). The sample has all the attributes of the population and therefore findings from the sample can be generalised to the population from which it is drawn (Bless & Higson-Smith, 1995:86). Strydom and Delpont (2002:337) indicate that qualitative research requires fewer respondents, as opposed to a quantitative study. However, although there are fewer respondents than with quantitative research, this is not an indication that qualitative research is a less significant study (compare Strydom and Delpont, 2002:337).

The social work population relevant to this research study was all the social workers working in welfare organisations in Pretoria who were involved in both community development and statutory service delivery. The client population included all the consumers of services provided by these social workers.

In qualitative studies, non-probability sampling methods are utilised and in particular, theoretical or purposive sampling techniques rather than random sampling (Strydom & Delpont, 2002:334). The respondents must meet certain criteria, which indicates a purposive method of sampling. Bless and Higson-Smith (1995:95) defines purposive sampling as "...a sampling method based on the judgement of a researcher regarding the characteristics of a representative sample". Due to the fact that the research study only included social workers involved in both community development and statutory work, it was impossible to draw the sample randomly.

Social workers in the *focus-group interviews* had to meet the following criteria to be included in the sample:

- A minimum of one year's experience in integrating both statutory services and community development.
- Diversity with regard to gender and race.
- Experience in working in an urban and/or a rural environment.
- Managers of social workers and field workers.

Clients involved in the *focus-group interviews* had to meet the following criteria:

- Diversity with regard to gender and race.
- Ability to understand English and Afrikaans.
- Different ages ranging between 19 years and 65 years.
- Having been involved in both statutory services and community development for at least one month.

Permission was obtained from the directors of the various welfare organisations to approach the social workers involved in the required service delivery interventions. The social workers then identified the clients involved in their services to take part in the study. The respondents who agreed to participate in the research signed a letter of informed consent.

1.10 ETHICAL ISSUES

Research ethics provide researchers with a code of guidelines on how to conduct research in a morally acceptable way (Struwig & Stead, 2001:66). Strydom (2002b:63) adds that ethics “...offers rules and behavioural expectations about the most correct conduct towards experimental subjects and respondents, employers, sponsors, other researchers, assistants and students”.

Most of the ethical issues were integrated in the letter of consent, which the respondents signed before the focus group interviews took place.

The ethical issues included in the study were derived from Strydom (2002b:64-73):

- Harm to experimental subjects

According to Strydom (2002b:64) “subjects can be harmed in a physical and/or emotional manner”. In this research study there was no possibility of physical harm as the focus-group interviews took place in a safe environment in Groenkloof, Pretoria. Regarding emotional harm, the respondents were informed about the emotional impact the study might have on

them. Social workers had to confront the demands of practice realities whilst clients could relive the negative experiences of the statutory process.

- Informed consent

With regard to informed consent, “emphasis must be placed on accurate and complete information so that subjects fully comprehend the investigation and are consequently able to make a voluntary, thoroughly reasoned decision about their possible participation” (Strydom, 2002b:65). The details of the research process and what was expected of the respondents were included in the letters of consent of both the social workers and the clients. All the respondents signed the letters and voluntarily took part in the research.

- Deception of respondents

Strydom (2002b:66) regards deception of subjects as the deliberate misrepresentation of facts, withholding information or offering incorrect information to ensure the participation of subjects when they would otherwise have refused. The researcher provided the background, the goal and objectives of the study and clearly explained the proposed outcomes of the study.

- Violation of privacy/anonymity/confidentiality

Privacy implies the element of personal privacy; confidentiality indicates the handling of information in a confidential manner; whilst anonymity refers to the privacy of the subject (Strydom, 2002b:67). In this study the biographical details of the respondents were obtained in such a way that the respondents would remain anonymous. No organisation’s name was identified.

- Action and competence of researchers

Strydom (2002b:69) emphasises that researchers are ethically obliged to ensure that they are competent and adequately skilled to undertake the proposed investigation. The researcher did a theoretical module on research methodology and was therefore competent to undertake the study. Furthermore, the study was undertaken under the guidance of her supervisor.

- Release or publication of the findings

The value of research findings lies in their introduction to the reading public. This is done in a written format and should be as accurate and objective as possible (Strydom, 2002b:71). This research report was compiled and the data obtained from respondents was reflected as accurately and objectively as possible. The researcher intends to publish the research findings in an accredited journal to which the respondents also gave their consent.

1.11 DEFINITION OF KEY CONCEPTS

The key concepts relevant to the research study were the following:

Community development

The New Dictionary of Social Work (1995:12) defines community development as “a process whereby people are enabled to mobilise and manage forces and resources in a community by creating opportunities for democratic decision-making, active participation and co-operation, self-help, development of leadership and utilisation of education opportunities to promote the intrinsic potential and forces in the community as a whole”. In this definition the emphasis is placed on the empowerment of the community.

Lombard (1991:118) also emphasises the empowerment of the community, adding the support of external resources. “Community development is thus regarded as a process, a method, a programme, a movement aimed at enabling and encouraging communities to become involved, with the necessary support from the private and government sectors, in improving and managing their own living conditions in all areas of development” (Lombard, 1991:118).

Potgieter (1998:244) places a strong focus on economic development as a major part of community development: “Community development is a process designed to create conditions of economic and social progress for the whole community with its active participation and the fullest possible reliance on the community’s initiative”.

Emanating from these definitions, the social worker clearly requires certain skills to help a community to become involved in its own development. However, the initiatives of the community in its own development are also important.

According to the researcher, community development implies enabling a community through various specialised skills, with the help of internal and external resources (including the business sector), to become empowered, enthusiastic and involved in its own development, to stand up for its needs and rights and work together to accomplish the community's goals. Community development includes social, human and economic development and is realised through community projects.

Statutory social work

The Financing Policy for Developmental Social Welfare Services (1999:13) defines statutory work as follows: “An individual has become involved in some form of court case and will be ‘in statutory process’ until the court proceedings have been finalised”.

According to the New Dictionary of Social Work (1995:62) statutory social work refers to “a specialised field in social work aimed at improving the social functioning of individuals, families and communities by applying administrative procedures prescribed by a written law of a legislative body”.

According to the researcher, statutory work with regard to social workers in a welfare organisation, refers mostly to court work with children. It is the social worker's responsibility to protect a child by removing him/her from home on certain grounds as stated in section 14(4) of the Child Care Act (Act 74 of 1983), as amended in 1999. After the child has been removed, a Children's Court enquiry takes place to see which placement is in the best interest of the child. It entails specific actions based on legislation.

Social services

Potgieter (1998:119) uses the words *social services* and *social care* as synonymous. The term is described as the relationship between a client system and social worker where this relationship is the primary site in which nurturing and empowerment take place. Social services supply non-monetary help that increases people's abilities to function better in society (Johnson & Schwartz as quoted by Potgieter, 1998:119).

The New Dictionary of Social Work (1995:60) defines social services as “programmes designed to help people solve social problems and promote their social functioning”.

According to the researcher, *social services* refers to services provided by a social worker to the client system in order to improve social functioning.

Developmental approach

The developmental approach is defined by Gray (1996:9) as a model which “...discourages dependency, promotes the active involvement of people in their own development, employs a multifaceted, multi-sectoral approach and encourages partnership between the state, provincial government and all other stakeholders in welfare”.

Sanders (1987:381), on the other hand, focuses more on the cultural context of social work, and states that the developmental perspective “...provides for participation of people at all levels and builds on the inherent strengths and natural support systems in individuals, families, groups and communities”. This approach holds huge potential for improving the well-being of clients because it focuses on both inherent and external strengths. According to Elliott (1993:24), the developmental approach focuses on human rights and liberal values. The developmental approach, according to Elliott, is more radical and globally orientated than the residual model, which is primarily an individualistic approach.

According to the researcher, a critical element in the developmental approach is the inherent strengths that are present in a person/community. These inherent strengths have strong

elements of capacity building and empowerment which individuals and communities achieve through involvement and participation in their own development and welfare.

Integrated services

Potgieter (1998:73) indicates that integrated services imply the integration of the curative and social reform functions of a social worker. Potgieter (1998:64) mentions that when clients are helped towards developmental goals and objectives (social reform functions), there will, however, always be those systems, which will need specific support (curative functions). “Leaning towards one or the other will be determined by the specific human need or condition that is encountered” (McKendrick as quoted by Potgieter, 1998:73).

The Financial Policy for Developmental Social Welfare Services (1999:9) refers to integration of services as follows: “Services to children, youth, families, women and older persons should be holistic, inter-sectoral and delivered by an appropriate multi-disciplinary team wherever possible”.

The researcher is of the opinion that integrated social services implies a holistic approach to the needs of the community, family and individual, which includes the curative and social reform functions but, in an integrated, co-ordinated manner.

1.12 LIMITATIONS OF THE STUDY

Within the context of this research, the researcher identified two limitations of the study, namely:

- The clients involved in the focus groups were aware that the researcher knew their social workers. This fact may have influenced the way in which the clients participated in the study.
- Clients involved in the study were identified by the social workers and not the researcher, which could have had an influence on the study, since the social workers may have chosen people who had a positive attitude towards them. However, as the findings in Chapter 3 will indicate, the clients were also willing to share their negative experiences.

1.13 ARRANGEMENT OF THE RESEARCH REPORT

The research report is divided into the following chapters:

In Chapter 1 a general orientation of the study was provided, including the context and rationale of the study, the problem statement, research purpose, goal and objectives of the study, the research methodology, the key concepts relevant to the study and finally the limitations of the study.

Chapter 2 provides a theoretical framework for statutory services and community development within a developmental approach.

In Chapter 3 the empirical findings are presented and discussed.

Chapter 4 concludes with the conclusions and recommendations of the study.

CHAPTER 2

STATUTORY SERVICES AND COMMUNITY DEVELOPMENT WITHIN A DEVELOPMENTAL APPROACH

2.1 INTRODUCTION

Social welfare policies in South Africa are embedded in the developmental approach to social service delivery. For many social workers the developmental approach remains a vague term which does not correlate with practice realities. The focus of this study was on the challenge for social workers to utilise the developmental approach in practising statutory social services as well as community development in an integrated manner. This chapter will, based on relevant literature and the researcher's experience, debate how these two distinctive social service delivery interventions could be integrated.

Underpinning this debate, the focus of the discussion will be on poverty as the biggest social problem that social workers in South Africa are confronted with, and how social workers respond to practice demands by implementing various social welfare models. Furthermore, the researcher will contextualise statutory social work services and community development within the framework of the respective welfare models. The developmental model will be discussed as a policy framework in South Africa relevant to the integration of the two service delivery interventions simultaneously in a community. Practical dilemmas will be highlighted to indicate the difficulties that service providers experience when they attempt to implement both service delivery interventions. To address these dilemmas, the chapter finally identifies and discusses the challenges to integrate statutory and community development interventions.

2.2 POVERTY AS SOCIAL PROBLEM

Barker (2003:107) defines social problems as “conditions among people leading to behaviours that violate some people's values and norms and cause emotional or economic

suffering”. The author gives examples of social problems such as crime, social inequality, poverty, racism, drug abuse, dysfunctional families and maldistribution of limited resources.

According to the researcher the social problem in history with the largest impact on people throughout the world, including South Africa, is poverty. Since its conception, social work as a profession was concerned with alleviating poverty (compare Potgieter, 1998:17). Poverty in itself is a complex phenomenon, which has different meanings to different authors. Estes (1999:11) refers to these different meanings as ‘faces’ of poverty to indicate the complexity of poverty as well as the many different aspects that could be taken into consideration when poverty is examined. Poverty is defined by May (1998:1) as “the inability to attain a minimal standard of living, measured in terms of basic consumption needs or the income required to satisfy them”. May (1998:2-3) further examines the nature of poverty and concludes that there is a strong correlation between poverty and the following: rural areas, women, all race groups, level of education, ill-health, unemployment, lack of access to basic services such as electricity, toilets and piped water and the absence of power to be involved in decision making regarding their own lives.

The researcher is of the opinion that basically all the social problems that social workers in South Africa are faced with in practice, are poverty related. This opinion is based on the views of what various authors’ regard as social problems, namely “unemployment, destitution and under-nourishment” (Noyoo, 2000:455); “inadequate transport and communication; no safe drinking water; a lack of basic sanitation and power supplies; inadequate housing and a lack of education” (Sewpaul, 2001:313); “poverty; unemployment; malnutrition; infant mortality and teenage pregnancy; housing and public health; literacy and education; violence, abuse and neglect” (Potgieter, 1998:65-68), and “discrimination and deprivation” (Ngan & Hui, 1996:92). May (1998:2-3) adds that “the poor continuously suffers from ill health and they often have to perform dangerous work for virtually no income”. Furthermore, the poor often have no power to influence change (compare United Nations, 1999:7 and May, 1998:3).

Another social problem, which is directly linked to poverty in South Africa, is the HIV/AIDS pandemic, where families and children become impoverished because of high medical costs and the loss of the breadwinner(s) in a family.

In conclusion, the social problems that the poor are confronted with can be divided into eight different categories, namely economic (material), health-related, political, institutional, educational, infrastructural, housing and environmental (compare United Nations, 1999:7). Since social problems are interrelated, the mentioned problems require an integrated approach to solve them, which is directly addressed at the social work profession. This is an indication of the high practice demands social workers are faced with every day as well as the multi-level skills that are required from them to render integrated services.

According to Potgieter (1998:190) social conditions and problems are defined in such a way that it indicates a defiant behaviour or situation. He argues that a problem is either located within or outside the person which could be directly linked to the respective social welfare models which social workers could utilise to address social problems.

2.3 MODELS FOR RENDERING SOCIAL SERVICES

In order to contextualise statutory social services and community development within a theoretical framework, a broad overview of the different models of social service delivery will first be presented. There are three different models from which social welfare services can be rendered, namely the residual- also known as the remedial model, the institutional model and the developmental model. Zastrow as quoted by Lombard (1996:164) explains the residual and institutional models as follows: “The residual view holds that causes and solutions for problems lie within the individual. The institutional view reflects the belief that an individual’s difficulties are due to causes largely beyond his or her control”. The residual model focuses on work with the individual, thus services rendered are at a micro level. For purposes of this study, statutory social work services are regarded as a micro level intervention because it focus on the individual child and family in need, either because of faults within themselves (from the perspective of the residual model) or due to the disabling

environment in which they live (from an institutional model perspective). To address the contemporary social problems the challenge is thus to shift the focus of statutory social service delivery to also include a macro perspective.

According to Midgley (1995:25) the developmental model extends the remedial and institutional models by also addressing development issues. The development model has a macro focus, which include a focus on the individual and his/her environment (Potgieter, 1998:191). Gray (1996:9) defines the developmental model as a model which “discourages dependency, promotes the active involvement of people in their own development, employs a multifaceted, multi-sectoral approach and encourages partnership between the state, provincial government and all other stakeholders in welfare”. Sanders (1987:381) concurs that the developmental perspective “provides for participation of people at all levels and builds on the inherent strengths and natural support systems in individuals, families, groups and communities”. This approach has a much larger scope for addressing the contemporary social problems in the world because it is not only more radically and globally orientated (compare Elliott, 1993:24) but its concern goes beyond the individual and his/her disabling environment. It focuses on both inherent and external strengths of the client system. With regard to statutory services a developmental approach would require a broader macro perspective. On the other hand, community development as a strategy of social development (compare Midgley, 1995:115) has an inherent macro perspective and is in its nature developmentally focused.

It is the premises of this research study that statutory social services and community development are both social work interventions that are essential in addressing social problems as will be discussed in the following sections.

2.4 STATUTORY SOCIAL WORK SERVICES

As explained in Chapter 1, there will always be that segment of the population who will not be able to utilise services, even when these are freely available. This segment will need specific support, protection, guidance, motivation and need to be challenged before they will

be able to move, grow or adjust (Potgieter, 1998:64). Included in this segment are the children who are at risk or in need of alternative care since their circumstances at home are not beneficial to their welfare. In this case, statutory social work as specialised intervention has to be utilised in order to protect these children.

Statutory social work is defined by the New Dictionary of Social Work (1995:62) as a “specialised field in social work aimed at improving the social functioning of individuals, families and communities by applying administrative procedures prescribed by a written law of a legislative body”. Statutory social work involves statutory social care, which indicates specific programmes in terms of legislation for promoting the social functioning of people (New Dictionary of Social Work, 1995:62).

The decision whether a child needs to be removed from their parent(s) depends on the level of risk. According to Sleeter in Swadener and Lubeck (1995:ix) authors in history defined children at risk and their families as “poor, coloured and/or native speakers of languages other than English...lacking the cultural and moral resources for success in a presumed fair and open society and as in need of compensatory help from the dominant society”. These people were seen as “oppressed communities lacking in the cultural and moral resources for advancement” (Sleeter, 1995:x). When interpreting this definition the issue that emerges is power. The question that evolves is who has the power to decide whether people cope with their current circumstances or not?

Homan (1999:136) explains power as the “capacity to move people in a desired direction to accomplish some end”. With regard to statutory social services the social worker has the power to make a decision about the level of risk that children experience. Furthermore, the social worker also has the power to remove the children when s/he is of the opinion that the level of risk is too high.

The definition of the historians as mentioned by Sleeter (1995:ix) were narrow minded and not in accordance with basic human rights where the individual and family have the right to

development, to have their basic needs met and where everyone is seen as equal and as having a equal chance in improving their social welfare (compare Lombard, 2000:134).

As indicated in Chapter 1, for purposes of this study, statutory social services focus on children and their rights. However, an understanding of children at risk needs to be contextualised within the broader framework of the needs of a child that should be addressed by his/her parent(s) or custodian(s). The Botswadi Parenting Training Programme of the *Suid-Afrikaanse Vroue Federasie* (SAVF) ([sa]:9) divides the needs of children into four main categories:

- Physical care (clothing, food, shelter, personal hygiene and safety).
- Affective care (emotional aspects such as showing love, touching, stroking, hugging, rocking, listening, asking and caring).
- Cognitive care (stimulating intelligence by means of education at home and at school. Answering questions, learning, chatting, drawing, making clay figures, singing songs and reading or telling stories).
- Normative care (distinguish between right and wrong, develop a sense of norms and values, responsible decision-making, discipline and self-discipline).

According to the researcher, if these needs are not met, specifically the physical and affective needs of the child, the child might be in need of care and can be seen as a child at risk. According to Herbert (1993:10) the assessment of a child in need must be done in accordance with specific guidelines as stipulated by law which implies that rational arguments should substantiate a viewpoint on a child at risk as opposed to personal sentiment or prejudice. The reason behind this is because social workers can judge whether a child is at risk according to their own standards and experience of child rearing, based on their own upbringing in their own culture. Patel (1998:120) argues that in practising statutory work in South Africa the government is the provider, that is, government designs and organises the service according to a legislative framework, whilst a private entity, the welfare organisations, produces the service through the implementation of the legislation.

Issues that cause children to be at risk, according to Swadener (1995:26) are:

- Demographics (single-parent, female-headed families or other non-traditional family groups).
- Socio-economic variables (number of children in poverty, growth of the underclass; the growing unemployment and minimum wage poverty or homelessness).
- Cultural variables (increasing number of bilingual and limited-English-proficient families, caste systems, cultural conflict models and parental values regarding education).

Though the issues as mentioned by Swadener are relevant, the researcher is of opinion that every culture and every person affected by a social problem such as poverty or single-parenting and HIV/Aids, has his/her own unique and positive capacities that can be developed and utilised in order to eliminate the issue of being ‘at risk’.

The South African legislature gives the following circumstances under which a child can be seen as a child in need or ‘in crisis’ and of which urgent statutory social work intervention is needed (Article 14 (4) of the amended Child Care Act, 1996:9):

- (aA) The child has no parent or guardian
- (aB) The child -
 - (i) has been abandoned or is without the visible means of support;
 - (ii) displays behaviour which cannot be controlled by his or her parents or the person in whose custody he or she is;
 - (iii) lives in circumstances likely to cause or conduce to his or her seduction, abduction or sexual exploitation;
 - (iv) lives in or is exposed to circumstances which may seriously harm the physical, mental or social wellbeing of the child;
 - (v) is in a state of physical or mental neglect;
 - (vi) has been physically, emotionally or sexually abused or ill-treated by his or her parents or guardian or the person in whose custody he or she is.

The current Child Care Act, Act 74 of 1983 as amended in 1996, is currently under revision, and thus the new act has not yet been approved by Government.

Keeping these circumstances in mind, Bosman-Swanepoel and Wessels (1995:43) state: “The legal referral of a child constitutes a drastic curtailment of parental powers and thorough research on the desirability thereof is required in each case”. These children that are being removed are already in crisis and the removal has significant emotional and physical consequences on both the parents as well as the child(ren). From practice experience, the researcher observed the following losses that a child experience when s/he is removed from the family of origin:

- Loss of security
- Loss of power to make decisions about her/his life (a general feeling of powerlessness is experienced)
- Loss of parental love
- Loss of ownership of a home/room/toys which could be called his/her own
- Loss of family life in general
- Loss of support systems that were in place, for example a neighbour, friends, teacher or church.

According to Schutlz (2000:18, 22-29) the removal of a child leads to very emotional behaviour. The removal often evokes feelings of grieve about the above-mentioned losses. Furthermore the child usually feels guilty of causing parents’ negative behaviour towards him/her, or his own negative behaviour, that let to his/her own removal. In this situation the child is looking for a way to escape from the situation, ranging from depression, running away, suicidal thoughts or acting out behaviour (compare Schultz, 2000:18).

From an ‘at risk’, ‘individual to blame’ and thus remedial perspective, statutory social services are rendered according to a specific process and procedures, which include the following:

- Removal of children in need of care takes place in accordance with current legislation, which demands detailed administrative and legislative procedures. However, the researcher wants to point out that the social worker should be aware and sensitive to cultural practices when it comes to identifying a child at risk. Whilst respecting peoples

culture, however, the community and in particular children should simultaneously be educated about the rights and needs of children, for example that a cultural practice can not be an excuse for child abuse. From a developmental perspective, awareness and education campaigns on children's rights could be linked to statutory services through a community development approach.

- Statutory social services are a time-consuming and continuous process. The law allows a maximum of six months in which a social work investigation takes place and where sufficient placement is sought for the child according to his/her specific needs. After the maximum of six months a court finalisation date is set whereby the child is either found, as described by law, to be a child at risk and then placed in alternative care or is found not to be a child at risk, in which case the child is placed back with his/her parents. Although six months is a long time, it is sometimes not enough time to complete the investigation, mainly because of a lack of sufficient alternative care placements for children in South Africa, such as foster parents or children's homes.
- Continuous supervision and intensive therapeutic intervention of the family and child in alternative placements takes place and the court/magisterial order has to be renewed every two years. This intervention realises from a micro, remedial perspective, which need to be challenged from a developmental approach.
- Statutory work has a significant emotional impact on both the child(ren) and parents which requires specific understanding and support from the social worker.

From the above-mentioned context, the researcher is of the opinion that statutory work calls for specific roles for the social worker to fulfil, namely:

- Protector: The child(ren) needs to be protected against the harmful environment and circumstances present in his/her family.
- Expert: The social worker should be an expert on child care law and practise in order to know what behavioural and other changes are expected to be made by the family to

improve their circumstances or behaviour so that their child could be placed back in their care.

- Therapist: The child(ren) and family needs intensive therapy to relinquish negative behaviour patterns and to engage in changing their circumstances.
- Administrator: Due to the legislation and court procedures, statutory work involves great volumes of administration, which is very time consuming.
- Negotiator: Negotiations with the parents is very important in order to motivate them to change their circumstances so that it is beneficial to the child(ren).
- Advocate: The social worker needs to advocate for the child's needs in order to change parent's behaviour so that it is conducive to the welfare of the child.

Although statutory work has always been primarily remedial, it can be rendered from a developmental perspective. According to Mullaly, as quoted by Goldsworthy (2002:328) "casework in itself is a political activity that is either reinforcing or opposing the status quo". Statutory social work does not involve just the child, but the whole family and community system, including the educational-, religious- and community systems. From a developmental perspective, client systems can become involved in decision making and through capacity building programmes empower themselves to eliminate social conditions which are not conducive to the child(ren), whilst the community can contribute to this process by providing a facilitative and supporting environment for such children and their families.

The developmental perspective to statutory work requires a review of the term 'at risk'. According to Swadener (1995:37) reference to the term 'at risk' implies a negative connotation and enforce labelling, whilst her introduction of the term 'at promise' indicate enrichment programmes, special activities and opportunities that can be provided to lessen the level of risk. Therefore when 'at promise' programmes are implemented when the child is placed in a place of safety, during the social work investigation period before court procedures are finalised, statutory social services are rendered from a developmental

approach since the client is given the opportunity to participate in solving his/her own problem.

A shift from an 'at risk' focus on statutory work to 'a provision' one, challenges the social worker to intervene on an individual and family level in an empowering manner, but in particular, to address the social conditions that triggers statutory services on a macro level. One of the strategies in which macro services can be rendered by a social worker is by means of community development, which will be discussed next.

2.5 COMMUNITY DEVELOPMENT

Since community development has a macro focus, it provides the social worker with opportunities to become involved in preventative work. It enables the community through various specialised skills, with the aid of resources (internal and external to the community) to become empowered and enthusiastic; to get involved in their own development; to stand up for their needs and rights and to work together to accomplish the community's goals (compare The New Dictionary of Social work, 1995:112 and Lombard, 1991:118). According to the researcher the main aim of community development is capital development or formation. This includes the building of social, human and economic capital. Although capital formation usually takes place in a community setting, it is also applicable to individuals (Midgley, 1999:13).

There lies great strength in the fact that a whole community may suffer because of poverty, since there might be a strong underlying feeling of sharing and understanding within the community. This sharing and understanding in a community are referred to as social capital. Putman (1995) distinguishes between two kinds of social capital, i.e. bonding and bridging capital (Gittell and Vidal, 1998:15). The trust and co-operation present in a community who knows each other is referred to as *bonding* capital, whilst *bridging* capital refers to the type of social capital that brings people together who previously didn't know each other (Putman, 1995 in Gittell and Vidal, 1998:15). Putnam is pessimistic about the possibility of establishing social capital where it does not already exist and where conditions are

unfavourable (Gittell and Vidal, 1998:22). Laranca (2001:16) on the other hand stresses the importance of social capital that are built between people who don't know each other and that this bond can become very strong, for example between individuals who suffer because of poverty. The aim of social capital development is thus to enable participants to act together effectively to pursue shared objectives (compare Gittell and Vidal, 1998:15). Midgley (1999:11) describes social capital as comprising of three different aspects. Firstly social capital refers to co-operative *social relationships* in communities. Secondly social capital is also used in a materialist sense to refer to the "creation of *social infrastructure* such as housing, schools, health clinics, sanitary and water supply projects and the other physical facilities" (Midgley, 1995:160). (Compare also Midgley, 1996:21.) The third aspect is named *social assets*, where asset accumulation can have a big influence on poverty eradication (Midgley, 1996:21). Social capital or the lack thereof may sometimes be the reason why a project succeeds or fails, because if people can not work together to find solutions to their problems in the community the problem will simply not get solved on a level that is satisfactory for the whole community.

Although social capital formation is a very important aspect of community development, human and economic capital formation is equally important. Human capital development refers to investments in people, for example education, health and nutrition (compare Midgley, 1999:10 and Midgley, 1996:20). According to the researcher human capital development can also realise by means of therapeutic interventions with individuals in a community, when they are assisted to cope with their problems through capacity building and empowerment strategies such as training in decision making or conflict resolution skills.

Economic capital formation refers to increases in the incomes of the population and economic growth (Midgley, 1995:158). The development of economic capital plays an important role in eradicating poverty. All three capitals are important for improving the social welfare of clients whether individually, family or in a community setting.

Community development provides the holistic, macro perspective, which could link social work service delivery to individuals, families and communities. Ife (1995:132) concurs that

all the aspects of development are inherent to community development, namely: social-, economic- political-, cultural-, environmental- and personal or spiritual development. The integration of all the aspects of development, however, does not happen by itself. According to Green and Nieman (2003:178) development is a process and not a ‘quick fix’ for needy individuals, groups and communities. “It requires thorough planning, monitoring and evaluation. The willingness to learn in new and different ways, to act in new and different ways and also the willingness to unlearn, can add to building capacity, skills and knowledge” (Green & Nieman, 2003:178).

Regarding community development, professionals have to turn from the traditional problem orientation, focussing on the clients’ deficiencies to a perspective that focuses on strengths and capabilities (Green & Nieman, 2003:166). People are thus involved in their own development; whilst they are just steered into the right direction by means of community projects.

Green and Nieman (2003:166-168) are of the opinion that the following four elements need to be applied to community development in order to make community projects successful:

- Participation in planning, decision making and implementation – when this takes place there is growth in leadership of community members, resulting in increased self-confidence and self-esteem and increased competence in addressing their problems themselves, thus moving away from the ‘client’ mentality.
- Groups, organisations and networks – this provides access to resources, providing networking opportunities, offering personal support by assisting members with knowledge and access to development opportunities.
- Learning, training and acquiring of knowledge - this can help to empower communities in overcoming and eliminating ignorance by improving literacy and skill levels.
- Innovation – this implies that growth and change are to be expected.

Although community development implies ownership, involvement and participation of the client system, the aid of internal and external resources for funding and/or other needs remain

a crucial aspect of creating an enabling environment for development. Facilitation of an enabling environment by professionals such as social workers is crucial in view of the fact that changes impacts and affect people in different ways.

When a community takes up an activist role and fight for their own development, there are many risks at stake, both positive and negative. This can be attributed to the fact that when change occurs, the community stands the risk with regard to emotional comfort, job security, or physical safety (Cruikshank, 1994:81).

From the above discussion, it is obvious that community development is a specialised and time-consuming intervention, which needs specific knowledge and skills. In order for social workers to implement community development as an intervention initiative to link statutory work with development, commitment, capacity building, time and specific skills and roles will be required. Of these roles the most important role is that of facilitating the development of human, social and economic capital (Midgley, 1996:20; Lombard, 2002:161). Challenges that face the social worker in addressing human, social and economic needs include, among others, skills training and education by means of group work, advocating for infrastructure for the community, building of relationships through community participation and income generation projects to address the economic needs of the client system. Within this context, the social worker can be seen as a change agent and not merely as a problem solver.

In conclusion, whilst statutory social services and community development are both two relevant social work interventions, the developmental approach to social service delivery provide the link to integrate the two interventions in a purposeful manner. Potgieter (1998:190) concurs that social conditions must be targeted holistically in service rendering and not just as an “isolated rehabilitation of the victim of the social condition”. This is possible by means of an integrated, holistic perspective to social service delivery. As already argued in this chapter, the developmental model provides the basis for the integration of these two service delivery interventions to address social conditions, not only in South Africa, but globally.

2.6 DEVELOPMENTAL MODEL AS POLICY FRAMEWORK FOR INTEGRATED SOCIAL SERVICE DELIVERY

During the World Summit for Sustainable Development in Copenhagen in 1995, representatives from all over the world sought a workable solution to address social problems, in particular poverty, by addressing “the material and spiritual needs of individuals, their families and the communities in which they live” (Somavía in the Copenhagen Consensus, ICSW, 1995:2). Strategies were sought on ways to improve the social welfare of all. The outcome of the Summit culminated in the formulation of a plan of action, which included ten commitments. All the countries which attended, including South Africa, signed a declaration to confirm their commitment to adhere to and to implement the agreed upon commitments. All these commitments reflect an agreement to enhance social development.

As a result from the Copenhagen Summit as well as the deposition of the apartheid policies, South Africa took up the challenge to formulate new policies that could bear evidence to the country’s commitment to implement these ten commitments. The Reconstruction and Development Plan (RDP) (1994), the White Paper for Social Welfare Services (1997), and the Financing Policy for Developmental Social Welfare Services (1999) were formulated to facilitate social development and developmental social services focussing on an integrated, holistic perspective to, amongst other purposes, alleviate poverty. According to the White Paper for Social Welfare (1997:7) all South Africans are called upon to become involved in promoting their own well-being and to contribute to the growth and development of the nation. The White Paper for Social Welfare (1997:7) also accentuate that the welfare system must “devise appropriate and integrated strategies to address the alienation and the economic and social marginalisation of vast sectors of the population who are living in poverty, are vulnerable and have special needs”. This includes the people that did not have access to social services in the past.

Although these policies are very commendable to facilitate transformation of social service delivery in South Africa, they can only be effective if there are guidelines to navigate their

implementation. The developmental model for social service delivery is embedded in the theory of social development. Guidelines to implement the above-mentioned policies should therefore be founded within the theoretical framework of social development.

Social development professes a dual focus on social and economic development (Midgley, 1995:13). In order to meet people's needs and to give them opportunities to develop themselves or to improve their social functioning, social development as well as economic development needs to be integrated. People must be empowered to become involved in their own development, especially economically, otherwise they will become life long dependants on the state or welfare and/or become involved in crime, and hence will not take responsibility for their own lives. Social development can be implemented through different strategies, which provides a critical link between individual and macro intervention levels within a developmental approach.

Midgley (1995:103-131) discusses the different strategies for social and economic development, namely individualistic, governmental and the communitarian approach (which include community development that has already been discussed in 2.5).

The individualistic or enterprise approach focuses on individuals and proponents of this approach believe that small enterprises will lead to the growth of the economy and provide excellent opportunities for the poor to engage in productive economic activities" (Lombard, 1996:167, quoting Midgley, 1995). Although the individualistic approach has a smaller impact on the vast amount of people living in poverty, it is essential in eradicating poverty in the family-context.

Midgley (1995:125) refers to the government or statist strategy as follows: "The state embodies the interest of society as a whole and it has the responsibility to promote the well-being of all citizens". Governments can practice social development by means of mobilising resources, the formulation of social development policies and ensuring the implementation thereof. Governments can also ensure that social and economic policies are harmonised

(Midgley, 1995:125). South African examples of such policies are the White Paper for Social Welfare (1997), the Financing Policy for Developmental Social Welfare Services (1999) and the Draft Policy on Financial Awards to Service Providers (2004). The aim of the Draft Policy on Financial Awards to Service Providers (2004) is: "...guiding the country's response to the financing of service providers in the social development sector, to facilitate transformation and redirection of services and resources, and to ensure effective and efficient services to the poor and vulnerable sectors of society". These policies indicate that the South African Government is committed to a social development strategy, however, it is the successful implementation thereof that will finally bear evidence to this commitment.

The focus of the *communitarian approach*, is the broad community and includes strategies such as community action and participation, women and gender issues, social- and community development (Midgley, 1995:115). Midgley (1995:114) is of the opinion that "social development can best be promoted by people themselves working harmoniously within their local communities". Co-operation and sharing a common purpose are important (Lombard, 1996:167). As already indicated in this chapter, this study focus on community development as social work intervention on a macro level.

Within a social development context, the traditional community development's focus on human and social development, has shifted to poverty alleviation through economic development, which is referred to in literature as Community Economic Development (CED) (compare Shragge, 1997:16, Jeffries, 1998:55). The premise of this strategy is that the community becomes involved in economic growth. Jeffries (1998:59) indicates that the aim of CED is "to develop self-supporting, community or worker-owned or controlled and operated services, projects, businesses or organisations". Thus businesses are started by and in the community with the aim of promoting economic development and growth in the community.

Sustainable community development and in particular CED, is dependent on empowerment (compare Eade, 1997:24 and United Nations, 1999:10) and grass-roots participation strategies

(compare Atkinson, 2000:5 and Hoff, 1998:11). The United Nations (1999:10) defines participation as “involving the poorest of the poor and not just local leaders, in the identification of priority needs, the design of the project, its implementation and monitoring the resources and the progress made?” Therefore the grass-roots community should be involved from the beginning of a project, through the planning phase and up to the end of the project, which is the evaluation phase.

Empowerment is defined by the United Nations (1999:10) as building on the poorest of the poor’s resources as opposed to encouraging their dependence and excessive reliance upon development assistance. This definition places the focus on building onto the strengths of the community as opposed to only see their weaknesses. The community therefore takes charge of their own development by focusing on their internal and external resources.

As indicated above, empowerment and participation are key strategies for sustainable community development. Atkinson (2000:2) quoted the World Commission on Environment and Development’s definition of sustainability as “development that meet the needs of the present without compromising the ability of future generations to meet their own needs”. Within a social development context, sustainable development implies that peoples’ needs (whether socially or economically) are met in a way that will not compromise the ability and opportunity of the future generation to meet their social and economic needs. In summary, sustainable development requires strategies regarding partnerships, networking and co-operation (compare Lombard & Jansen van Rensburg, 2001:339).

These strategies provide a guideline on how to implement the developmental social welfare policies and services. However, although policies such as the White Paper for Social Welfare Services (1997), and the Financial Policy for Developmental Social Services (1999) contextualise the developmental challenge to all spheres of social service delivery, which includes statutory work, it is silent as to exactly how the integration should take place. Even the most recent Policy on Financial Awards to Service Providers (2004) is not succeeding in

filling this gap. Hence, while the call for integrated, holistic services in government circles remain high, the same government's demand for statutory work is increasing.

It has been discussed in this chapter (see 2.3 and 2.5) that social development could be utilised as a link to render statutory social services from a developmental perspective. Although participatory and empowerment strategies could be implemented during statutory work interventions on a micro level (individual and family), the deliberate implementation of community development can address particular social conditions such as poverty which required the statutory intervention in the first place. For purposes of sustainable development, these two interventions should be integrated, not only on paper, but also in practice. However, the integration of the two service delivery interventions proposes a few dilemmas, which will succinctly be discussed.

2.7 PRACTICAL DILEMMAS IN INTEGRATED SOCIAL SERVICE RENDERING

Although a developmental approach to social welfare was formally adopted in South Africa through the White Paper for Social Welfare (1997), it does not mean that social work practice is fully transformed to accommodate a developmental approach. On the contrary, it is the researcher's experience that there is still a lack of understanding amongst social workers regarding what developmental social welfare and developmental social work entails, and even if the *what* was clear, the *how* remains an uncertainty (compare Fouché & Delpont, 2000:68). These uncertainties originate from various sources and are maintained on various levels that can be captured in the following practical dilemmas for social service delivery.

2.7.1 Integration of service delivery levels

From the researcher's perspective, social workers in practice view the two interventions, i.e. statutory work and community development as two dichotomies. From practical experience the researcher tried to implement both interventions simultaneously without success, because of two main reasons. The one reason being that both interventions require time consuming processes and methodology, which implies that not one could be implemented effectively. It

can be compared to sitting in two chairs at the same time. According to Elliott (1993:21) this dichotomy leads to a diffuse professional identity for social workers. She advocated that these two levels, which she refers to as elements, be linked through social development.

Another reason why the researcher failed to combine the two levels in practice effectively was because the trust and relationships that was built through community development was lost when the social worker was forced to remove children from the participants of the community project.

In conclusion, if statutory work and community development are to be integrated in practice, creative solutions need to be found for both the mentioned dilemmas.

2.7.2 Power imbalances between funder and the funded

Welfare organisations, also known as service providers or Non Governmental Organisations, struggle to survive financially and must seek funding for their services. Most organisations form partnerships with government for funding. Patel (1998:118) is of the opinion that “although NGOs consider partnerships with government to be critically important some NGOs do acknowledge the need to build up a diverse funding portfolio in order to become independent”. When service providers do not build up diverse funding they are themselves dependent on Government and have to render services that the Department of Social Development expects. This causes a power imbalance in the relationship. According to Homan (1999:137) power is the perception that someone has control over resources one believes to be important. In this instance government has the money to buy services and thus has the power over service providers who need the money in order to survive.

Power imbalances can be both positive as well as negative. It is positive in the sense that services reach the poorest of the poor, but negative in the sense that the local community is not included/involved in identifying their own needs. Services are thus forced upon them from outside (by means of the government).

When working in grass-roots communities, it is usually the NGO sector that is extremely significant in promoting social and economic development in South Africa (Patel, 1998:113). The advantage of NGOs over government in delivering social services are that the services rendered by NGOs are flexible, innovative, responsive to local needs and it has the potential to involve users in decision making and in service delivering (Patel, 1998:117-118). The dilemma for NGOs is, however, that they do not have a diversity of funding sources and hence are dependent on the government for funding. In this instance the government purchase services on behalf of clients or consumers, and therefore the consumers' "sovereignty is circumscribed by their relatively powerless position in society and their inability to sample the programmes or demand recompense for poor service" (Kenny, 2002:294). This constraint has a negative influence on services rendered by welfare organisations because whilst community development requires that the community must indicate their own needs, the government on the other hand demands specific services which are not necessarily based on that specific community's needs, but rather what the government regard as general needs.

This dependence inhibits NGOs autonomy in holding government accountable and to lobby for policy changes (Patel, 1998:120). Another example of the power imbalance is that in many instances the NGO is the only service provider working in a community and has to do all the work because the government outsourced their services to the NGOs (compare Patel, 1998:120).

In this instance, the NGO has little power to change the situation because of their financial dependence on the government.

Another constraint community developers are faced with is a very restrictive auditing regime set by the funders of the service (compare Power, 1997 as quoted by Kenny, 2002:285). In South Africa's case, almost all welfare organisations are funded by government, which implies accountability to government for services rendered. While community development requires change, innovation and creativity, more time is spend on paperwork in order to write

financial reports, on monitoring and evaluation requirements and democratic accountability procedures required by membership organisations (Kenny, 2002:285). Less time is then spent on doing community development itself. It also happens in practice that when a business plan is compiled for the government on their request, it covers the projects that are planned for the following year. However, when the community's needs change, the business plan also changes because the focus of community development should be to address the needs identified by the community. Government does not make provision for this possibility and when the plan changes, it leads to a great deal of misunderstanding between the NGO and the funder. In addition it requires a very time-consuming administrative process to explain why exactly the business plan changed. These misunderstandings can also cause welfare organisations to lose their subsidy from government. According to the researcher there is a lack of constructive communication between government as funder and the funded, as well as a lack of guidance with regard to what is feasible and what the specific requirements are for every social service in practice.

The power struggle between government (funder) and NGOs (funded) is a relevant problem for most of the NGOs working in the welfare sector and will remain to be until it is sufficiently addressed.

2.7.3 Remedial model still the focus of many welfare organisations

Although South African welfare policies pose that the developmental model must be utilised in service rendering, many welfare organisations still utilise only the remedial model. The researcher proposes that it is not necessarily the welfare organisations that do not want to change the focus of their service rendering, but rather those practice realities make it very difficult to change. These practice realities are underlined in the following questions:

Firstly, what did the government do to educate social workers working on grass-roots level to implement the developmental model?

Secondly, what about the vast number of statutory cases social workers are confronted with every day, as well as the emotional burn-out they experience because of the high case load?

Thirdly, how can social workers in the field be enabled to change their services in line with the developmental model? It is the researcher's opinion that social workers working in welfare organisations simply do not have the time or emotional energy to change their service rendering, not because of an unwillingness on their side, but because of the high case loads and the emotional burden that they already encounter in practice. Social workers in practice can not take up any additional responsibility without clear guidelines as to how to balance the demands that comes with the responsibility.

Fourthly, following on the previous question, what do management boards of these organisations do to lobby with the Provincial Government to appoint more social workers to meet the needs of the poorest of the poor, which constitute millions of needy people in relation to a few thousand social workers?

Fifthly, to what extend does the Government realise that social workers are both problem solvers and change agents? (compare Billups, 1990:15-16 and Putman-Munke, 1999:215). In other words the understanding that the remedial model will therefore always be part of social welfare services and that the challenge is to find a balance between the demand for developmental work and the needs of clients for rehabilitation services.

Through this research study the researcher intended to find answers with regard to the expected integration of the two service delivery levels and to make recommendations to solve some of these mentioned practical dilemmas. Literature however, poses a few options in combining the two distinctive intervention levels and will be succinctly discussed.

2.8 CHALLENGES FOR INTEGRATION OF STATUTORY AND COMMUNITY DEVELOPMENT INTERVENTIONS

The challenges for the integration of statutory services and community development as discussed in this section are twofold. Firstly, the challenge is to find common ground between statutory social work services and community development and secondly to debate the role of partnerships as a solution to this challenge.

2.8.1 Common ground between statutory social work services and community development

It is the researcher's opinion that both statutory services and community development can be rendered from a developmental perspective by finding the common ground between the two interventions. According to Goldsworthy (2002:327) "reinforcing the false dichotomy between a conservative casework and a radical community development is convenient, but incongruous with the realities of practice, and moreover, has been to the detriment of disadvantaged communities". Goldsworthy (2002:328) is of the opinion that the traditional split between micro and macro social work practices has served to weaken the link between the personal and the political, which is at the heart of social work.

The first common ground is thus that both intervention levels can be rendered from a developmental approach. The reason being that community development encompasses individuals as well as the bigger community, and change first takes place in individuals and then they affect change in their communities. According to Jackson as quoted by Goldsworthy (2002:329) community development can be ranged along a continuum to describe progress toward control over larger and larger realms of life. That indicates movement from the micro, individual (casework) to the larger macro problems the whole community is affected by (community development).

Casework, including counselling and statutory work can serve as an opportunity to discuss structural issues (disadvantages/inequalities) that are inherent in individual experiences, and offer people opportunities to confront these structural causes (by means of community

development) (Goldsworthy, 2002:330). Thus, through casework, individuals can be empowered in such a manner that after they have gained control over their lives, they can be recruited to become volunteers in an organisation and/or become involved in community projects.

This will change their role as being ‘different’ to being ‘part off’. Informal discussions can take place together with other clients, which will increase their power over resources, relationships, decision-making and information (Benn, as quoted by Goldsworthy, 2002:331). It is suggested by Goldsworthy that clients should be engaged in a counselling agency to use their expertise to effect broader change. Through active involvement clients are seen as competent contributors and not needy clients (Goldsworthy, 2002:332).

The second common ground is that statutory social services and community development can reinforce one another. Pittman-Munke (1999:205-206) use Mary Richmond’s model of integration to demonstrate how social casework and social reform can serve to reinforce and support one another for the betterment of society. The model is divided into three different stages and subdivided into eight steps. Each step will be discussed next within a practise context.

Stage 1

Step 1: Compilation and organisation of data gathered through casework.

In this step statutory social workers can categorise the information from their cases to indicate a social problem present in the specific community with which they are often confronted with. For example, when families do not have visible means of support because of poverty, the removal of a child could be prevented if the family’s poverty is addressed.

Step 2: Community education through dissemination of data gathered through casework.

After the social problem has been identified, the community in which the social worker renders services can be educated with regard to the effects of that social problem. The community’s interest must be raised in such a way that they want to become actively

involved in addressing the specific social problem. This can take place by means of community development whereby skills training can be provided to reduce or prevent further occurrence of the identified social problem. Community economic development can also be utilised whereby people are engaged in income generating projects.

Step 3: Working together with other local or state agencies who are interested in the problem.

During step 3 various organisations, including welfare organisations, other NGOs and/or businesses can be linked and can network in an attempt to jointly address the problem.

Stage 2

Step 4: Reviewing efforts at reform done elsewhere and building on these efforts.

Forthcoming from this networking, a smaller group which is representative of all the involved organisations can look at initiatives in other communities or areas to address the particular social problem.

Step 5: Sharing information with others locally and nationally who share a common interest.

As a result of this networking information can be shared with regard to efforts to combat the specific social problem. For example national conferences can be held on specific strategies to address poverty nationally.

Step 6: Drafting of model legislation and writing of sample letters of support to furnish supporters.

Flowing from conferences the plan of action can be drafted and more support can be sought for the action plan by means of drafting legislation.

Stage 3

Step 7: Choice of person(s) to present and follow legislation through enactment.

Professional people with influence must be identified in order to influence the drafted legislation in such a way that it will be regarded and adopted as legislation or a formal policy.

Step 8: Use of casework to provide policy effectiveness data.

After the enactment of the policy, social workers could review their casework files to verify whether the policy was successful and whether the social problem were sufficiently addressed.

In conclusion, available data gathered on social problems through casework can be utilised to address social problems on a macro community level and can influence the drafting of policies to address specific social problems. This model could therefore enable social workers to expand a casework and statutory service focus from a micro to a macro perspective through community development and policy formulation.

Community development is thus a means whereby social workers can actively engage in reducing risks that demand statutory intervention. This can be accomplished by means of preventative services like education, life skills training and parental skills training. Community development and specifically community economic development can prevent families from disintegrating because they could earn an income through the project. Community development is a macro focus on addressing a social problem such as poverty, can in turn reduce the probability of individuals (micro focus) to becoming ‘at risk’.

The third common ground between statutory social services and community development is empowerment. Empowerment is a strategy that is relevant to both community development and statutory social work and can be seen as a goal as well as a result of developmental efforts (Green & Nieman, 2003:162). These authors quote Schurink when stating the effects of empowerment as “people experience an increase in energy and motivation, their coping and problem-solving skills as well as decision-making power improve, while positive feelings of self-esteem and self-sufficiency lead to greater self-determination” (Green & Nieman, 2003:162). According to the researcher empowerment can be applied to both service delivery interventions in that the clients involved in statutory service delivery are assisted to obtain life skills that improve their social functioning. Empowerment in community development

enables community members to become involved in their own problem solving and development, for example to advocate for better infrastructure in their communities.

The fourth common ground between statutory social services and community development is the link between the two social service interventions. Families involved in statutory social services can simultaneously be involved in community development projects such as training in parenthood skills, which will enhance the reunification of the child with his/her parents.

The fifth common ground between the intervention levels is networking. In statutory work networking is just as important as in community development. Within the family system the parents of 'children at risk' need a network of professionals that render specialised services and make joint decisions about the future of their children. When only one social worker is involved subjective conclusions from the side of the social worker can be made and will prohibit effective service rendering. In practice the social worker involved in statutory social work usually has too many cases of which the administrative requirements limits the social worker's time to start intensive therapy to improve the family's social functioning. When a team from the community is involved in service rendering, more effective results will be evident and resistance from the family towards the service provider might also be reduced.

In conclusion, an integrated perspective implies that social workers do not see statutory services and community development as two separate interventions but rather as mutually supportive to address social conditions that impact on micro and macro levels. According to Potgieter (1998:192) an integrated intervention model is the answer whereby the general practitioner "will guide and engineer the problem condition and means to its solution on the one hand, while striving towards the development and management of community resources for mutual problem-solving on the other hand". This call for the second challenge posed to integrated service delivery of statutory and community development, namely partnerships.

One of the dilemmas however is that this integration is time consuming and needs clear-cut strategies. According to the researcher the challenge lies in forming partnerships.

2.8.2 Partnerships for integration of community development and statutory services

As already indicated in this chapter, Gray (1996:9) defined the developmental model as a model, which encourages partnerships between state, provincial government and other stakeholders in welfare. It is within this context that the developmental model provides a framework to integrate community development and statutory social work services through partnerships.

Social capital formation as described in 2.5 is also applicable to service providers. Social capital binds welfare organisations together, and strengthens them to combat social problems and challenge the power imbalance forced upon them by government. Most welfare organisations in South Africa receive funding from the government and are expected to implement the relevant policies. It is the researcher's opinion that partnerships are the solution to fragmented service delivery. This includes partnerships between service providers, social workers in the same organisation or across social work offices operating in the same community. Partnerships can also be formed with government, other professionals, the business sector and other NGOs (Patel, 1998:120). Partnerships are essential for service rendering as well as funding purposes.

In the partnership-relationship there are a few challenges which can guide integrated service delivery. One such challenge is to form partnerships within one organisation amongst social workers where one, for example, is responsible for community development in the specific community while another social worker renders statutory services in the same community. Within this kind of partnership the social worker responsible for community development will then be different from the social worker who removes a child from the same community. This will reduce the loss of trust in the social worker doing community development and will maintain the co-operation of the participants in community development projects. It will also reduce the unrealistic demands placed on the individual social worker to perform on both specialised intervention levels simultaneously.

Although this option is feasible, there is a huge stumbling block for implementation because welfare organisations have limited funds for staff and most of the times can not afford to pay two social workers to work in the same community. Furthermore, there are usually limited resources available to assist even one social worker working in a specific community. This dilemma can only be solved if the government subsidises more social work posts.

The second challenge is when NGOs form partnerships for service delivery. When such a partnership is formed, the partners involved should sign a collaboration agreement, which indicates the type of services each organisation agrees to render in the community (compare Potgieter, 1998:72). Service providers could write integrated business plans, which will contribute to more improved service delivery and clearly divided roles and responsibilities. In practice this would imply that within the same community one organisation, for example, can be involved in community development whilst another organisation takes responsibility for statutory social services. Cross referrals can take place between these service providers according to the needs of the family and the community. Although this kind of partnership poses great opportunities for integrated service delivery, there are specific limitations that need to be addressed. Firstly, there is the possibility of confusion by the funder(s) of services since funders sponsor different service providers. Business plans should thus clearly communicate an integrated perspective and specifically indicate how and where funders can become involved according to their funding policy.

From a governmental perspective, another dilemma might be that the Provincial Departments of Social Development are not willing to fund individual posts on only one intervention level because of welfare policies dictating that social workers should render generic services. Another dilemma that can be foreseen is that the clients might become confused with regard to service providers since one will help them with a specific need and if the need changes they would have to go to another service provider in the same community.

These dilemmas, however, should be seen as a challenge for an effective communication strategy. This strategy includes the client and social workers, social workers working in one

organisation as well as between welfare organisations and finally between welfare organisations and funders. According to the researcher, strong leadership from both welfare organisations and government are essential to direct these working relationships.

The last challenge is to ensure that the social services rendered are sustainable by means of utilising more than one funder. This will decrease the risk to stop the service as soon as one funder isn't able to fund the specific service any more.

2.9 CONCLUSION

People face various social problems which can either be located within or outside themselves. Social workers utilise different social welfare models to address social problems. These models can be linked to two social work interventions, namely statutory social services and community development. Both these social work interventions are essential in addressing social problems. The researcher argued that the developmental model provides the basis for the integration of these two service delivery interventions to address social conditions, not only in South Africa, but globally. For purposes of sustainable development, these two interventions should be integrated, not only on paper, but also in practice. However, the integration of the two service delivery interventions proposes a few dilemmas. Literature and practise provide options on integrating community development and statutory services by means of partnerships in service rendering and funding.

CHAPTER 3

EMPIRICAL STUDY AND RESEARCH FINDINGS

3.1 INTRODUCTION

As indicated in Chapter 1, the goal of the research study was to explore how community development and statutory services as two distinctive service delivery interventions could be integrated in order to render effective, integrated social services within a developmental approach. Social workers and clients who are involved in both service delivery interventions, either as providers or consumers, were included as participants for this study. In this chapter a broad overview is presented on the research methodology that was utilised for the study. This will be followed by a presentation and discussion of the empirical findings of the study. Where applicable, literature will be integrated with the findings and interpreted by the researcher.

3.2 RESEARCH METHODOLOGY

3.2.1 Research Approach

For the purposes of this study, the researcher used a qualitative approach. Fouché and Delport (2002:79) describe the qualitative research approach as “research that elicits participant accounts of meaning, experience or perceptions...it is concerned with understanding...and the subjective exploration of reality from the perspective of an insider”. In qualitative studies data is descriptive and in the participant’s own written or spoken words.

Respondents were asked to discuss their personal experiences of community development and statutory work as two distinctive social work service delivery interventions and to indicate their views on the integration of these two interventions in practice.

3.2.2 Type of Research

The researcher utilised applied research for the study. Neuman (1997:22) describes applied research as “frequently descriptive research, and its main strength is its immediate practical use. Applied researchers try to solve specific problems or help practitioners accomplish

tasks”. The practice problem addressed through this research was of a practical nature since social workers are challenged in practice to integrate these two service interventions. In addition, the researcher also utilised developmental research as a sub division of applied research since a “technological item” essential to social work (compare De Vos, 2002b:394) was formulated as a result from this study. The study recommended specific guidelines on how to effectively combine the two social service delivery interventions (statutory services and community development) in practice.

3.2.3 Research Design

Since this research was a qualitative study, a case study was used as a research strategy. The ‘case’ included the perceptions of social workers and clients on how statutory services and community development could be integrated in order to render effective social services. The type of case study utilised was an instrumental case study, which according to Fouché (2002c:276) is used to elaborate on a theory or to gain a better understanding of a social issue. The social issues relevant to the instrumental case study were embedded in the problems that require statutory services, such as child abuse or neglect and in the case of community development, social problems such as unemployment, poverty and inequality.

3.2.4 Population and Sample

The concepts universum and population are used interchangeably by different authors. Bless and Higson-Smith (1995:85) use the terms as synonyms and define the population (universum) as “the entire set of objects and events or [a] group of people which is the object of research and about which the researcher wants to determine some characteristics” (compare Grinnell, 1993:143). The two sets of populations were:

- Social workers working in welfare organisations in Pretoria who are involved with both community development and statutory services.
- Clients (consumers) of services provided by these social workers.

From the larger population a smaller group of respondents were selected, referred to the sample (compare Strydom & Venter, 2002:198 and Bless & Higson-Smith, 1995:86). Since the meaning of a phenomenon is examined in qualitative research, non-probability sampling

methods are utilised and in particular, theoretical or purposive sampling techniques (Strydom & Delport, 2002:334). The respondents in a sample have to meet certain criteria which indicates a purposive method of sampling. Bless & Higson-Smith (1995:95) defines purposive sampling as “...a sampling method based on the judgement of a researcher regarding the characteristics of a representative sample”. Thus, respondents were chosen based on the characteristics that must be present in the population. Since the research study included social workers and clients involved in both community development and statutory work, the sample couldn't be drawn randomly.

Social work respondents had to meet the following criteria:

- A minimum of one year experience in integrating both statutory services and community development.
- Diversity with regard to gender and race.
- Experience in working in an urban and/or a rural environment.
- Managers of social workers and field workers.

Client respondents had to meet the following criteria:

- Diversity with regard to gender and race.
- Ability to understand English or Afrikaans.
- Different age groups ranging between 19 years and 65 years.
- Having been involved in both statutory services and community development for at least one month.

The researcher struggled to obtain sufficient client respondents who met the language criteria, and then included a North-Sotho translator as well as a translator for a deaf client to help facilitate the communication.

Different welfare organisations were contacted in order to recruit respondents that met the criteria. Either the organisation's director, or manager appointed by the director, suggested social workers who met the criteria. The social workers were contacted personally by the

researcher and dates were arranged for the focus group interviews. One welfare organisation asked the researcher to draft an information letter stipulating the criteria for participation, which was displayed on their notice boards. Two qualifying social workers responded to the letter and participated in the study.

Although it was planned to involve 10 social workers as respondents for each focus group, the researcher only managed to recruit 14 respondents thus, 7 respondents for each focus group. The reason being that in practice not many social workers combines both community development and statutory services, although it is expected of them by the Department of Social Development. Since the study's focus was on social workers that combine these interventions, it is appropriate to indicate that most social workers did not meet this specific criterion due to high caseloads and the number of statutory cases, which demand their immediate attention. According to the social workers engaged in statutory work, they are unable to fully incorporate community development in practise due to lack of sufficient time.

3.2.5 Pilot Study

De Vos (1998:179) defines the pilot study as “the dress rehearsal of the main investigation but on a small scale”. It thus contains all the elements of the main investigation but serve as a testing of the data collection method. According to Strydom and Delpont (2002:337), the pilot study in qualitative research is usually informal and a few respondents, possessing the same characteristics as those of the main investigation, may be involved in the study, merely to ascertain certain trends. Royse, as quoted by Strydom and Delpont (2002:337), indicates that the purpose of the pilot test in qualitative research is to determine whether the relevant data can be obtained from the respondents.

Since the population of social workers who integrate both interventions were so small, two social workers practising statutory work and community development respectively, were recruited as respondents to participate in a focus group interview. The interview schedule with clients were tested in a focus group of three client participants of the Leeuwfontein community project where the researcher is responsible for both community development and

statutory work. The respondents of the pilot test were not included in the main study. Both the social workers and the clients proposed that the researcher simplify the questions in the respective interview schedules by keeping them short and more focused, on community development or statutory work respectively.

3.2.6 Method of Data Collection

The researcher made use of focus group interviews. Greeff (2002:306) defines a focus group interview as a “carefully planned discussion designed to obtain perceptions on a defined area of interest in a permissive, non-threatening environment”. During an interview, carefully formulated and sequenced questions based on the purpose of the study are necessary to elicit a wide range of responses (Greeff, 2002:314).

In this research study four focus group interviews took place, two with social workers and two with clients. Both categories of respondents were involved in community development and statutory work. From the expected respondents, only five respondents for each focus group attended.

Respondents provided the following reasons for not joining the focus groups as previously arranged:

Social work respondents:

- Two social workers had to perform urgent statutory interventions with their clients and had to attend the children’s court.
- One social work respondent’s organisation phoned the day before the focus group and requested that she attend a meeting with an important resourceful person in the community.
- Due to a lack of resources in the community, one social worker had to urgently remove children from their harmful home circumstances on the specific day of the focus group interview and also had to transport equipment for a camp.

Client respondents:

- The clients of four social workers could not attend because they were dependent on the non-attendant social workers for transport.
- One client's car broke down on the way to the interview.
- One client could not attend because s/he attended a funeral and only informed the social worker involved on the day of the interview.

A researcher is bound to the rights of the respondents to withdraw at any time from the study if they so wish (Strydom, 2002:65) and therefore the researcher could not force any respondent to participate in the study. Although more respondents were expected, the minimum criteria for members of a focus group were met and the researcher proceeded with the interviews (compare Greeff, 2002:311). The researcher decided to determine whether data has reached saturation point before additional efforts would be made to recruit more respondents (compare Greeff, 2002:312). This was not necessary.

The semi-structured interview schedules, utilised for the focus group interviews, consisted of carefully formulated and sequenced questions based on the purpose of the study in order to get detailed responses on each question (Greeff, 2002:314). The interview schedules for the respective respondent groups are included in the research report as Attachments E and F.

The researcher made use of a co-facilitator for each of the focus group discussions in order to assist in data-capturing and analysis (compare Greeff, 2002:313). The co-facilitator was a senior social worker with extensive experience as manager in both social work practise and research.

3.2.7 Data Analysis

The process of data analysis unfolded as follows:

- The researcher, co-facilitator and North-Sotho translator (for client focus groups) compared field notes and ideas immediately after the focus group discussions.

- The interviews were recorded and transcribed by the researcher shortly after the focus groups in order to capture every word that has been said during the focus group discussions. This data was organised into computer files per focus group (compare De Vos, 2002c:343).
- Once the transcribing was completed, the researcher read and re-read the data in order to become more familiar with the data. Notes were written in the margins of the transcripts to help in the initial process of exploring the database (compare De Vos, 2002c:343).
- As the researcher read the data, themes and sub-themes emerged from the words or phrases that were repeated (compare Greeff, 2002:318). De Vos (2002c:344) describes this step as identifying categories of meaning that are internally consistent but distinct from one another. Cresswell (1998:144) adds that after the five or six main themes are identified the pattern set between the themes should be interpreted or challenged in order to find an explanation for these linkages.
- After the previous step of describing, classifying and interpreting the data, the researcher presented the data. De Vos (2002c:344) calls this “packaging of what was found in text in tabular or figure form”.

3.2.8 Research Findings

In this section, the research findings of the empirical study are presented. The findings contain an analysis of the raw data gathered during the research process. Where applicable literature was integrated with the findings and interpreted by the researcher. Firstly the biographical findings of the respondents are presented by means of graphs and then the findings of the focus group interviews are discussed by means of specific themes and sub-themes.

3.3 BIOGRAPHIC DETAILS OF RESPONDENTS

3.3.1 SOCIAL WORKERS

3.3.1.1 Gender of social workers

The gender of social workers is indicated in the following figure:

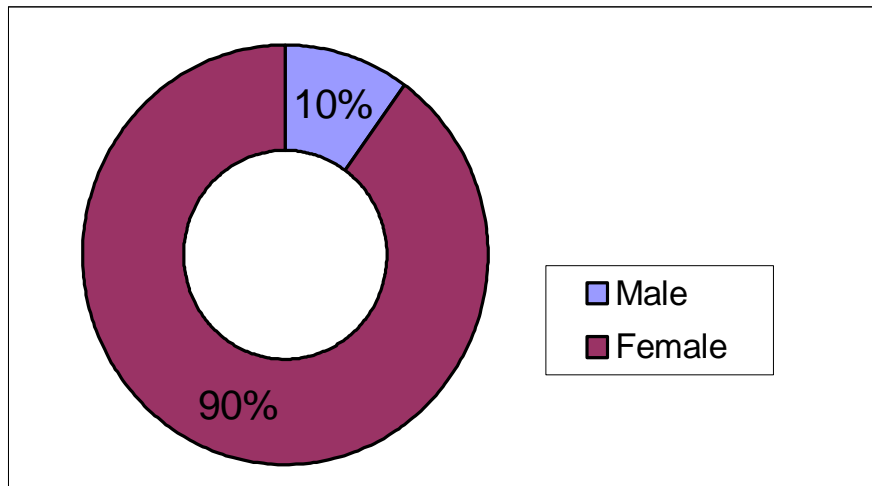


Figure 1: Gender of social workers

Figure 1 indicates that 90% of the social workers that took part in the focus group interviews were female and only 10% were male. According to the researcher this is also representative of the gender of social workers in practice.

3.3.1.2 Age group of social workers

The age group of the social workers is reflected in Figure 2:

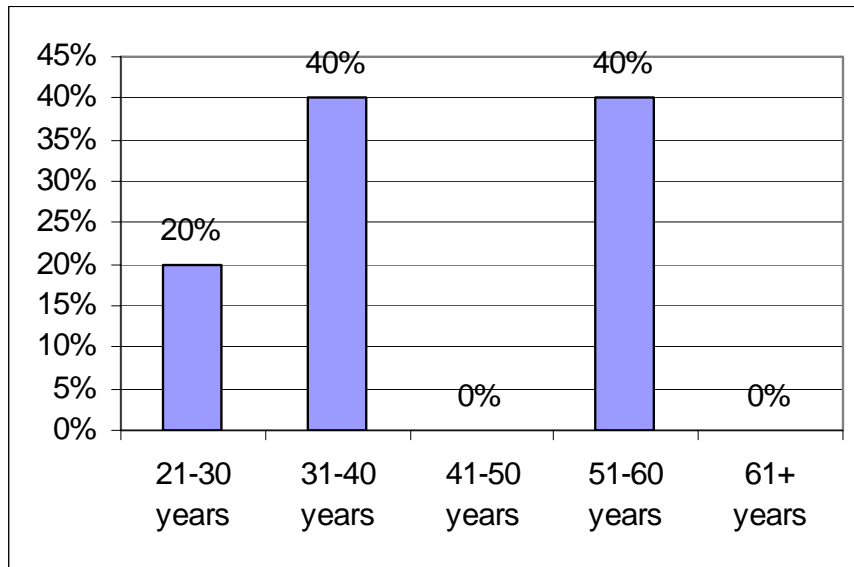


Figure 2: Age group of social workers

Figure 2 indicates that 20% of the social workers were between the ages of 21 to 30 years. Of the respondents 40% were between the ages 31-40 years and 40% were between the ages 51-60 years. No social workers between the ages 41-50 years and above 61 years participated in the focus groups.

3.3.1.3 Years experience in practising statutory work

The respective years of experience in practising statutory work were as follows:

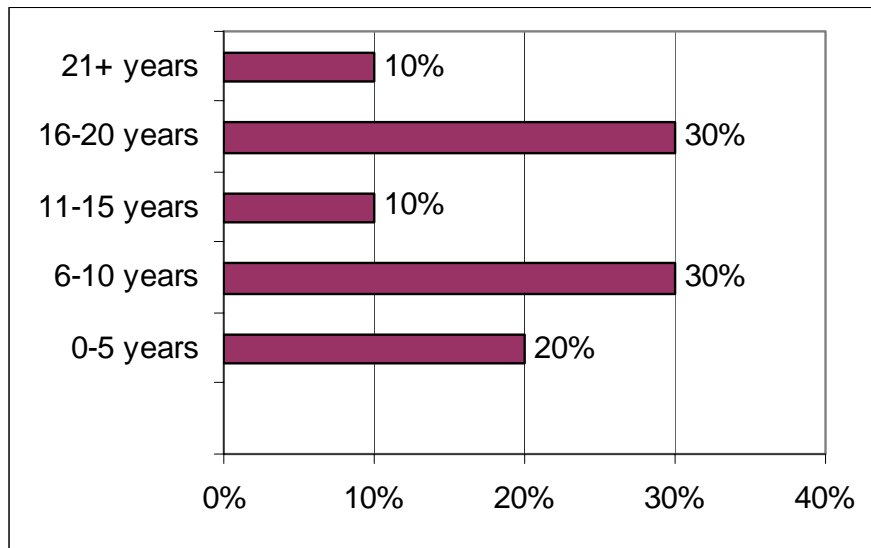


Figure 3: Years experience in practising statutory work

Figure 3 indicates that 20% of the social workers were practising statutory work for 0-5 years. Of the social workers 30% were practising social statutory work for 6-10 years and 30% for 16-20 years. In the age groups 11-15 years and 21+ years social workers practised statutory work for 10 years respectively. From Figure 3 it is clear that social workers participating in the study possess many years of experience in practising statutory work.

3.3.1.4 Years experience in practising community development

Figure 4 below indicates that 60% of social workers practised community development for 0-5 years. Twenty percent (20%) practised community development for 6-10 years. Of the respondents 10% of social workers practised community development for 11-15 years and 21+ years respectively. Figure 4 indicates that the social workers involved in the study had experience in community development. It is also interesting to note that 60% respondents had 0-5 years experience, which correlates with the requirements of the White Paper for Social Welfare (1997) to implement a developmental approach, including community development.

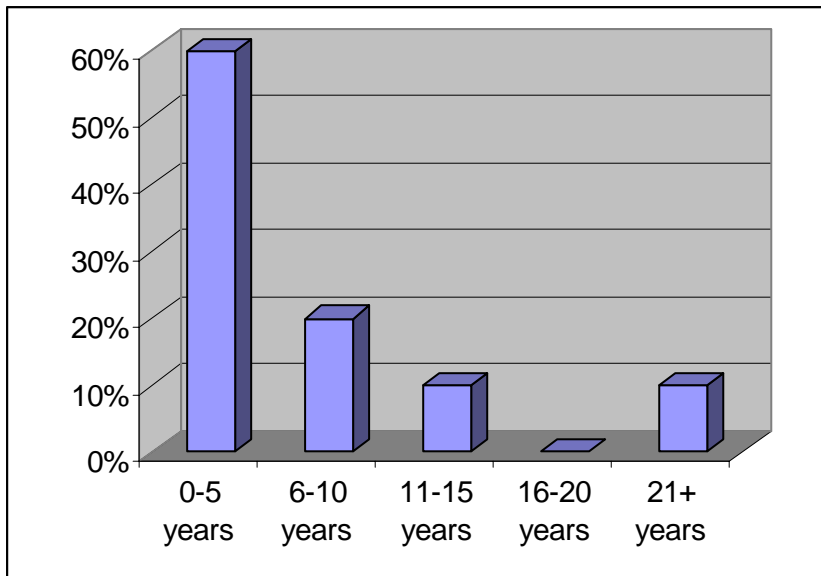


Figure 4: Years experience in practising community development

3.3.1.5 Experience in combining community development and statutory services

The experience of social workers in combining community development and statutory services is indicated in Figure 5:

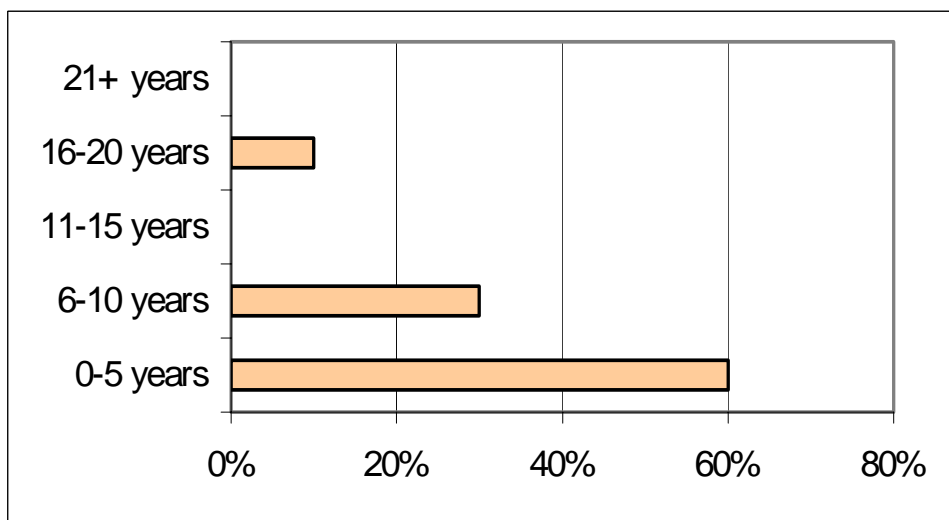


Figure 5: Experience in combining community development and statutory services

Figure 5 indicates that 60% of social workers combined the two service interventions for 0-5 years. Of the respondents 30% combined the interventions in their practice for 6-10 years. None of the social workers combined the interventions in the categories 11-15 years or more

than 21 years. Ten percent (10%) of the respondents combined the interventions for 16-20 years. These findings are in line with the sharpened focus on community development since the 1980s in the social work profession. The White Paper for Social Welfare (1997:20) promotes community development as well as an integrated approach to social welfare and social work practice (compare Chapter 2 of this report).

3.3.1.6 Current position in the organisation

The current position of the social workers in their organisations is as follows:

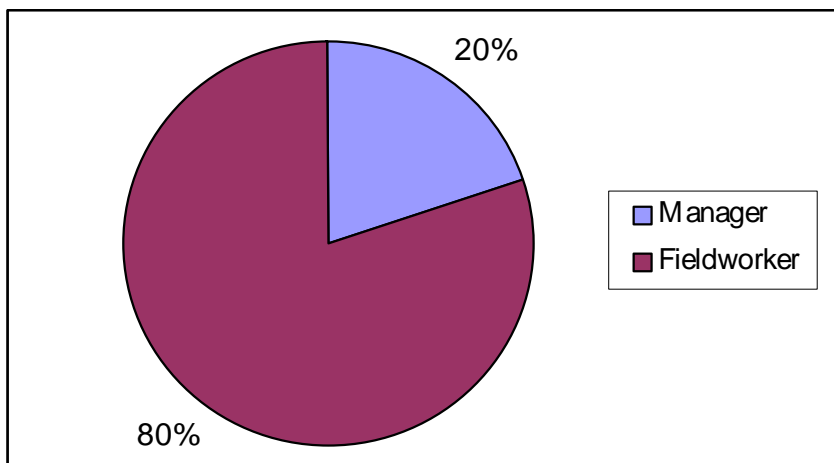


Figure 6: Current position in the organisation

Figure 6 indicates that the majority of the respondents (80%) were fieldworkers who experience obstacles in practise on a daily basis. Of the respondents 20% were managers.

3.3.1.7 Area in which the respondents work

Figure 7 below indicates that social workers were working in all indicated areas. Fifty percent (50%) of the respondents indicated that they worked in an urban area or in a semi-urban area respectively. One of the respondents indicated that she also worked in a rural area. Figure 7 indicates that the social workers were deployed in various communities.

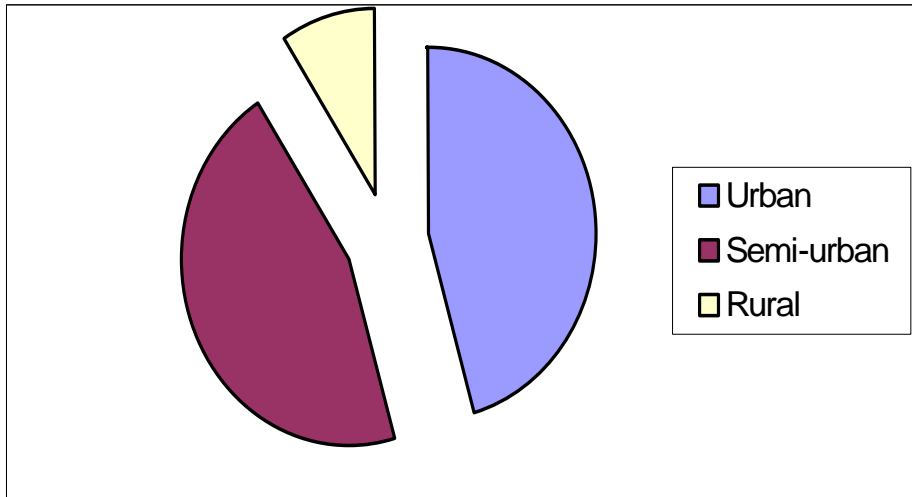


Figure 7: Area in which respondents work

3.3.2 CLIENT RESPONDENTS

3.3.2.1 Gender of clients

Figure 8 indicates that 90% of the client respondents were female and 10% of the client respondents were male. According to the researcher this finding correlates with the representation of the gender of the people that are usually involved in community projects.

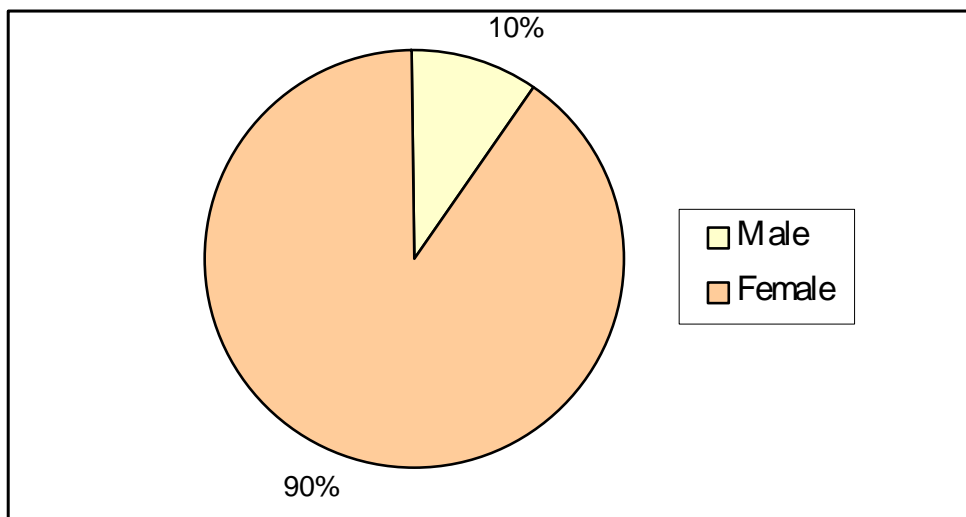


Figure 8: Gender of clients

3.3.2.2 Age group of the clients

The age group of the clients varied as follows:

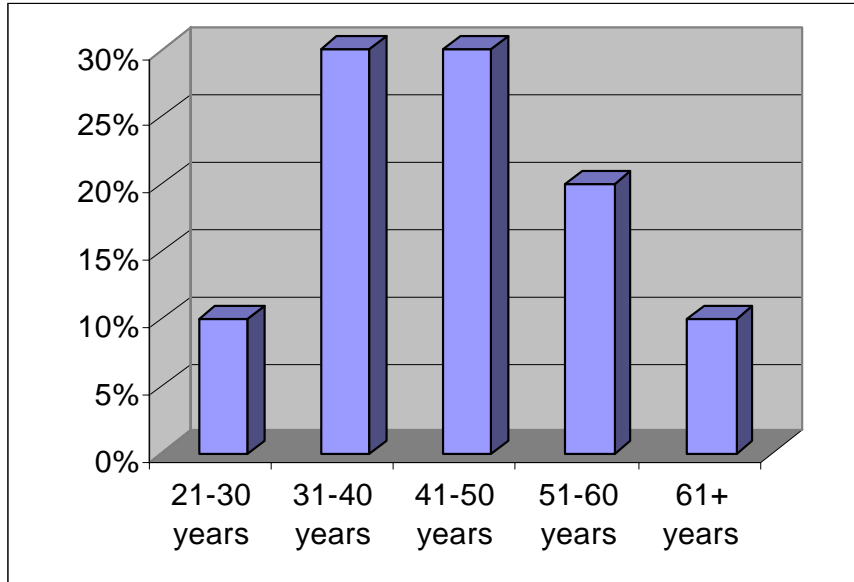


Figure 9: Age group of clients

Figure 9 indicates that the clients were mainly between the age's 31-40 years (30%), 41-50 years (30%) and 51-60 years (20%). Of the respondents 10 % were between the ages 22-30 years and 61 years and older respectively.

3.3.2.3 Area where the clients live

Figure 10 indicates that 70% clients stayed in an urban area, 30% in a semi-rural and 10% in a rural area.

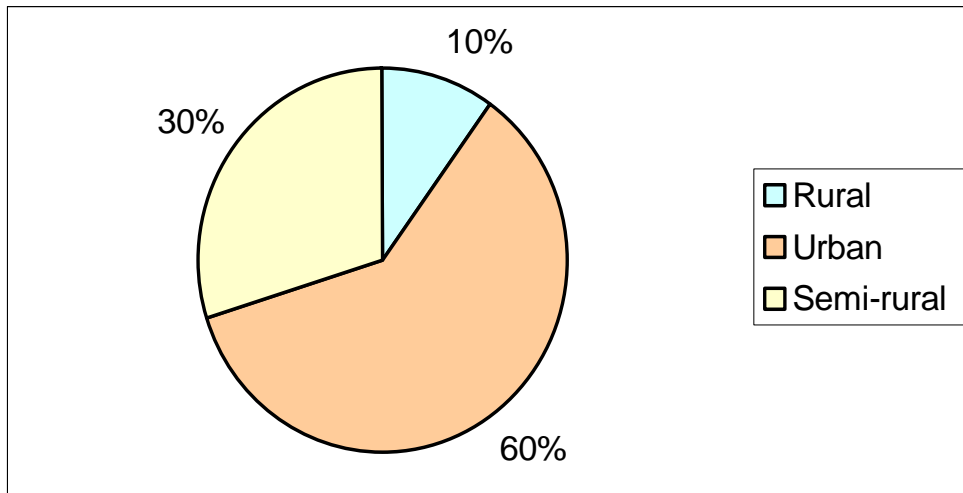


Figure 10: Area where the clients live

3.3.2.4 Period of involvement in a community development project

The period of involvement in a community development project is reflected in Figure 11.

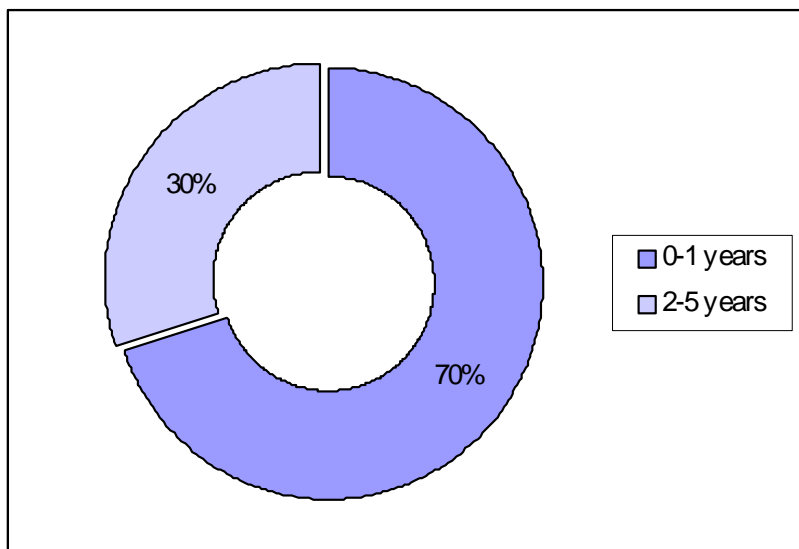


Figure 11: Period of involvement in a community development project

Figure 11 indicates that 70% of the clients were involved in a community project for 0-1 year and 30% of the clients were involved in a community project for 2-5 years. According to the researcher the involvement of clients can be attributed to the fact that more welfare organisations initiate community projects in alignment with the Department of Social Development's policy to evaluate social services more closely (compare the Financing Policy for Developmental Social Services, 1999).

3.3.2.5 Period of involvement in statutory social work services

Figure 12 indicates that the majority of clients (90%) were involved in statutory services for 0-1 year. Of the respondents 10% were involved with statutory services for 2-5 years. The clients' children were placed in alternative care 0-5 years ago, following the finalisation of children's court. At the time of the study some were receiving family reunification services.

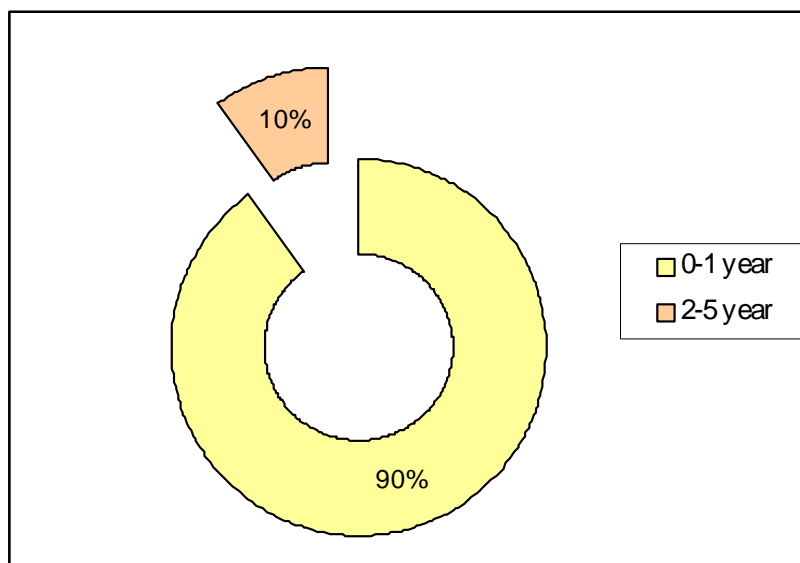


Figure 12: Period of involvement in statutory social work services

3.4 THEMES AS INDICATED BY RESPONDENTS

Similar patterns of data emerged from the social worker and the client focus groups respectively and therefore integrated themes could be identified from the research findings. However, there were also some sub-themes that were either relevant to social workers or the clients. Where applicable, this will be indicated in the data presentation. The following

themes emerged from the data gathered from the social workers and the clients during the four focus group interviews:

Theme 1: Community development as social work intervention

Theme 2: Statutory work as social work intervention

Theme 3: Government demands

Theme 4: Options for integrating community work and statutory services

As indicated in 2.2.6 of this chapter, each theme will be divided into sub themes, which will be supported by quotations from the respondents during the focus groups. Since the majority of the client respondents were Afrikaans speaking, the researcher has freely translated the quotes of the respondents into English.

3.4.1 Theme 1: Community development as social work intervention

Table 1: Community development as social work intervention

THEME:	SUB THEMES:
Community development as social work intervention	<ol style="list-style-type: none"> 1. Importance 2. Community developer 3. Trust 4. Obstacles 5. Negation of community development

Sub theme 1: Importance

Both the social workers and clients remarked that community development is a very important social work intervention for growth and skills development of the community.

A social worker made the following remark:

“People learn skills that they can use to develop themselves, help their communities and to earn an income from those skills”.

Clients made the following remarks:

- “If we don’t get jobs we use the skills learned at the project to earn a living”.
- “It is about making money and I can make clothes for myself and for my children and I can even sell the clothes and buy food with it”.

These remarks are in accordance with Midgley (1990:297) when he confirms that social workers in the Third World are increasingly involved in developmental activities “designed to improve levels of living for poor communities as a whole....social workers are using community development methods to enhance the levels of living of poor people”.

Respondents agreed that community development projects are also meaningful because it provides the clients with the opportunity to talk to others about their problems.

A social worker remarked the following:

“Projects give an opportunity for people to talk about their problems without the fear that their children will be taken away. They feel that they can trust and open up”.

Clients responded as follows:

- “All the problems that I had, I left behind me, I only think of the project, I only think of the things I did this morning”.
- “I go out [of the bad home circumstances]. You feel good because you went out to do something good”.
- “[Name of social worker] showed me that it is possible to do anything”.

It was clear that community projects gave the clients meaning in their lives. The building of social capital is an important component of social development as indicated by respondents. Gittel and Vidal (1998:15) refer to social capital in community development and more specifically bonding capital in the form of trust and co-operation that exist within a community.

Sub theme 2: Community developer

The social workers and clients indicated that the personality of the social worker involved in community development is very important and is closely linked to the success of the project.

A client remarked:

“She is a pillar of strength, if you have a problem or something that you don’t understand then she is there for you to talk your heart out to”.

Social workers responded as follows:

- “The person doing community development is very important, the personality, outgoing, the ways she handles the people, they must feel respected, they must feel that...I’m not just a client”.
- “She must be a go-getter”.
- “In community development I [social worker] don’t have any power, just skills... within a short period you will discover that you are not the leader any more and they don’t follow you, you follow them”.

These remarks is in accordance with Green and Nieman’s (2003:166) view that in community development participation in planning, decision making and implementation is important since it leads to the growth in leadership of community members, resulting in increased self-confidence and self-esteem and increased competence in addressing their problems themselves, thus moving away from the ‘client’ mentality. Green and Nieman (2003:166) also indicate that in community development professionals are focusing on the strengths and capabilities of the clients. Thus giving clients meaning by being involved in the project.

Sub theme 3: Trust

Trust amongst the social workers and clients came out as a very important issue in community development, especially when it is compared with trust towards the social worker who are involved in statutory work (see theme 2 sub theme 4).

A social worker remarked:

“If people don’t trust the community worker they are not going to get involved”.

Clients remarked the following:

- “She believed in me and trusted that I can make that thing [product]”.
- “It [community project] taught me how to trust”.
- “It makes me feel happy that I am trusted at the project”.
- “She [social worker] can’t bring us in to be involved in the project and help us to get money to provide for our children and in the end take away the children”.

These remarks indicate that the expectation of the clients were that their children would not be removed because of the trust that was built during the community project. Clients perceived the removal of their children whilst the parent was still involved in the community project, as a break in trust between them and the social worker. The researcher made this conclusion based on the following quote from a client:

“The community worker [social worker involved in community development project] won’t help us and then also hurt us by removing the children”.

The clients clearly indicated that they consider the social worker involved in the community project as part of their own community and thus somebody that should not break their trust. This statement are closely related to what Gittel and Vidal (1998:15) explains as bonding capital that exists in a community which ensures trust and co-operation. Even when the social worker come into the community as an external resource (bridging capital), his/her role changes as trust is build with clients and eventually s/he is seen as part of the community. When s/he breaches this trust by means of removing children from this community, the bonding capital is jeopardised.

Sub theme 4: Obstacles

Findings indicated a few obstacles in community development that hinders clients to partake in a project and therefore impacts on the implementation of community development by social workers.

Some of the clients indicated that other community members are not involved in projects because they want to earn money from projects:

“People don’t want to do projects because they say it is a waste of time and they don’t get money there”.

The clients’ overall views, however, were that they experienced the projects as very positive and as a positive influence in their lives.

The findings indicated that social workers regard community development as a long process, especially regarding the building of trust in a community. With regard to obstacles that social workers experience in community development, they remarked the following:

- “People are always scared when they get involved [in the projects] that their children will be taken away”.
- “It takes time for the community to realise you are there to help them”.
- “Community development is frustrating because it takes a lot of time”.
- “Community development leads to more case work and removals because you get to know the problems and people”.
- “It takes very long and there are a lot of frustrations, you fight like hell to get a building...you fight with the organisational structure...the case workers because they say no, there is not money for all these things... the Department [is to blame] because they don’t want to give money for it [projects].

Sub theme 5: Negation of community development

This sub-theme emerged from the focus groups with social workers only. The findings indicated that community development is seen as unimportant by social workers who do statutory and case work interventions.

Respondents remarked the following:

- “The statutory worker sometimes feel that she does the hard work and the community worker has the easy job”.
- “That is why they start piling on the case work files because they think you [social worker involved in community development] does nothing else”.
- “I think professionals must realise that both [statutory worker and community developer] do important work, both are specialising, not negate community work and say it’s just ‘[koek] bak en [wasgoed] stryk”.
- “Social workers are a little bit afraid especially of what is waiting for ‘me’ in community development. Within statutory work and case work, I feel that I’m in control, I’ve got the law on my side and I can run this issue and I can tell you things...to do this and this.....so it’s easy, while community work is a whole different ball game, you can’t say I will do this because people don’t react in that way”.

These findings are in contrast with social workers who are involved in both statutory work and community development interventions, who regard community development as important (compare sub theme 1: importance). All social workers do not have the skills to implement community development and therefore they may regard community development as unimportant. Social workers might also be ignorant of the positive impact that community development might have on social and economic problems of clients due to being inexperienced with the intervention (compare Midgley, 1995:113).

3.4.2 Theme 2: Statutory work as social work intervention

Table 2: Statutory work as social work intervention

THEME:	SUB THEMES:
Statutory work as social work intervention	<ol style="list-style-type: none"> 1. Need 2. Effectiveness 3. Obstacles 4. No trust 5. Culture

Sub theme 1: Need

Findings indicated that clients agreed that there is a need for statutory services and that the statutory process was helpful especially when it is in the best interest of the child, for example children who were in need of protection.

The clients affirmed as follows:

- “When you look at abuse and rape and those kind of things, then they [social workers] must act immediately”.
- “The social worker really helped me by taking care of the children and taking them to a better place where I know they’re eating and getting food 3 times a day”.
- “Sometimes I feel it is better if a child is taken especially when the parent isn’t capable of looking after the child”.
- “It helped me very much that my children were removed because I can’t give them what they need now...but another mother can’t give your child the love that you can give”.

These findings are in accordance with Bosman-Swanepoel and Wessels (1995:v) who state that there are a percentage of children who need the statutory protection of children’s courts...to protect them from the incapacibilities of adults.

Sub theme 2: Effectiveness

Although respondents confirmed the need for statutory work, they were of the opinion that statutory social work is not always effective.

Social workers remarked as follows:

- “They say our role is to provide a service ... I am not actually sure if we are providing a service. Because we put him [the child that has been removed] in a place of safety there, with other children and nothing happens...the child is not given therapy or nothing, he’s just put there and that’s the end”.
- “Families are labelled as bad...they get stigmatised”.
- “I don’t know if we really provide relief, a better life for these children, I don’t think so”.
- “Isn’t it the child’s legacy to grow up like this? Who are we to change it, because we cannot give them better, we think we give them better, but we don’t give them better. If you look at how many places of safety these children have to go through, people don’t want these children, their parents want them, but we say no”.
- “Actually the child wants to be with her mother, how bad the mother might seem to us as social workers, the child wants to be with her mother”.

These findings correspond with Schultz (2000:18) remark that statutory work has a very negative emotional influence on children.

One social worker and one client were of the opinion that statutory works takes the responsibility of the parents away as indicated in the following responses:

Social worker:

“We are taking away the responsibility of people and also the community’s responsibility”.

Client:

“Some people are glad that their children are taken away because the children were in their way”.

Bosman-Wessels and Swanepoel (1995:43) confirms that “the legal removal of children constitutes a drastic curtailment of parental powers”, thus taking the parents responsibility and power away from them.

Sub theme 3: Obstacles

In implementing statutory services the social workers and clients encountered obstacles, namely: subjective criteria for removal of children; too many children living in harmful home circumstances that need to be removed based on the criteria of the Child Care Act (1996) and in lack of sufficient resources to place them. Statutory services are perceived as a speedy solution for family problems and children receive benefits when they are removed and placed in the system.

Social workers remarked the following:

- “Criteria [for removal], it’s neglect, but what is the criteria and who’s judging it?”
- “I am concerned about this child and this family we have a little situation here, and now I say but I can’t bring this child back to the family [family reunification], but what about the child next door, he was living with his or her parents for the last 2 to 6 years in worse conditions but no one reported that, so he or she was with the parents...but we are satisfied he’s okay, no problem with that”.
- “Social workers are very quick to remove the child because it is a very short [speedy] way of solving the immediate problem and there it stops”.
- “They [children] get everything [medical benefits, school benefits and therapy] for free because they are in the system, so we rather put them in the system, because there’s benefits”.

The social workers made it clear that although the law states the different circumstances under which a child can legally be removed (compare Child Care Act, 1996:9) and although rational arguments should substantiate the viewpoint on a child at risk (Herbert, 1993:10), children are still removed too easily because the criteria is still subjective when it is interpreted by the individual social worker. With specific reference to the scope of social conditions prevalent in South Africa and especially poverty (compare Potgieter, 1998:65-68) which causes more children to be at risk, not all children living in poverty can be removed. Thus, statutory work is not always the answer in addressing every problem, although children receive more benefits when they are placed in the system.

The following responses were made by clients with regard to the negative connotation they attach to statutory work:

- “No it [statutory work] doesn’t help, because your children must not be taken away, mothers must look after their children”.
- “No people do not understand [why their children are removed], it’s because of their circumstances, their conditions, they don’t realise what is behind the reasons”.
- “Parents get angry. When they hear it is the social worker then they close the door in their faces and swear at them”.

These findings indicate that statutory services have a negative connotation and enforce labelling of the parents (Swadener, 1995:37).

Social workers further responded on the misuse of power as an obstacle in statutory work:

“Sometimes social workers might feel that I’ve got the law on my side and I will enforce this, I’m the one with the power”.

Homan (1999:136) described power as the “capacity to move people in a desired direction to accomplish some end” and this is reinforced by the social workers practising statutory work.

Sub theme 4: No trust

Although trust was identified by the respondents as an important building block with regard to community development (see Theme 1, sub theme 3), they were frank about the fact that no trust exists in statutory work.

Findings indicated that clients do not trust social workers if they remove their children and at the same time expect of them to participate in community projects.

Clients voiced their views as follows:

- “We feel powerless... the social worker can’t be trusted but because you love your children you must go back to the project and take part”.

- “When the social worker removes your children you would not understand, you are not going to learn or hear anything from that social worker... you want nothing to do with her”.
- “When I know you might take away my children, I will definitely not take part in the project because I feel you invite me to the project so that you can take away my children”.
- “It would be easier if someone else removes your children because you just started to trust this one [social worker] and then she comes and remove your children, then all trust is gone and then it is even worse because you just started to trust her and now the trust is gone”.

A social worker remarked the following regarding trust and participation in social services:

“In small communities, the children are taken away, now tomorrow she [social worker] wants to teach me something at the project. How can I trust her?”

As described in 2.4 of this research report, the social worker involved in statutory services has to play the role of therapist. In therapy a strong trust relationship must exist in order for therapy to be effective (compare van Staden, 1996:69).

Sub theme 5: Culture

Findings indicated that the social workers had strong views on grounds for removing children in certain cultures, for example the practice that grandparents raise grandchildren.

The social workers remarked the following:

- “I think culture also plays a role for us black people if...staying with my grandparents, it is actually what they do is... the grandparents they raise my children, it’s not neglect”.
- “This concept of statutory work, the grandparents approach the social worker for the money... while it was always done like this [in a culture context]”.

Findings indicated that communities that did not receive social services in the past were more positive with regard to social workers and the services they render. One social worker motivated as follows:

- “They [the black community] don’t see us [social workers] as people who are removing their children, because it doesn’t happen very often”.

On the contrary, findings indicated that white communities are very negative towards the social worker. According to the researcher it might be ascribed to the fact that statutory work was the main service that was rendered to the white communities in the past (compare Potgieter, 1998:22). Some of the clients were removed as children from their parents. Respondents manifested resentment towards social workers who removed children by means of negative non-verbal communications (facial expressions and close body language that indicated the resentment) during the focus group interviews. One social worker remarked the following in this regard:

“These people [white community] are coming out of a welfare system, as children they were removed or they were in a children’s home, they’ve been through it and they are negative towards the system”.

In contrast the black clients indicated no antagonism towards social workers or statutory work. One remarked the following:

“Where I stay the people’s children that have been taken away from them are very happy because they can see them during holidays and I haven’t heard them complaining and say bad things about the social worker”.

3.4.3 Theme 3: Government demands

This theme only emerged from the social worker focus groups.

Table 3: Government demands

THEME:	SUB THEMES:
Government demands	<ol style="list-style-type: none"> 1. Unrealistic expectations 2. Inconsequent policy implementation 3. Outsourcing services 4. Combining interventions 5. Enforce power 6. Social work obstacles

Sub theme 1: Unrealistic expectations

The social workers expressed that the Department of Social Development place unfair and unrealistic expectations and demands on them in practise. Social workers indicated the following:

- “I don’t think the Department’s [Social Development] expectations are realistic... that is why a lot of social workers just leave [the social work profession]”.
- “They don’t give money if it [a community development project] is not sustainable and sustainable in their eyes is R2000 per person per month on a income generating project...otherwise it is not worthwhile”.
- “The expectations are just too much, you never feel that you achieve what they expect from you because you can’t have perfect community development and your statutory work is perfect [all cases are up to date with reference to paperwork, home visits, reports and process notes], you just can’t”.

McKay (2003:15) refers to the unrealistic expectations and demands of government where the government accuses the private welfare sector of being “expensive, untransformed and irrelevant”, while they are involved with the poorest of the poor and assisting them with professional services. In McKay’s view the government states that NGOs are not doing enough to transform their services to reach out to the people in need.

Sub theme 2: Inconsequent policy implementation

The social workers indicated that the Department of Social Development requirements are not congruent with their policies. The social workers' views were:

- "The Department [of Social Development] now, the focus is... they're shifting back to casework... there was a shift in the past that you no longer do case work and do community work, but now they penalise you...but you can't...there is no way that you can".
- "They pay per position, per post, not per project".
- "We have to do things according to their prescriptions and their focus is case work".

The Financing Policy for Developmental Social Welfare Services (1999:14) states that social services must be focussed more on prevention and early intervention (Levels 1 and 2) and less on statutory services and continuum of care and development (Levels 3 and 4). The findings however, indicated that the Department of Social Development preferred the rendering of services on Levels 3 and 4. Although this is the case, social workers mentioned that no explanation was given to the NGOs from the Department regarding the reasons why the Department specifically wants to fund Level 3 services.

Sub theme 3: Outsourcing services

Social workers indicated that the Department of Social Development outsourced statutory services that they themselves should render to NGOs. This outsourcing does not always include handling over of statutory and casework files to the NGOs but also includes the purchasing of services (compare Draft Policy on Financial awards to Service Providers, 2004:33).

Social workers remarked the following regarding outsourcing of services:

- "They contracted out basically all their statutory work to the organisations because they do not do any statutory work any more...they put a lot of stress on NGOs"... but they also want to see what is going on, where are the projects?"

This quote indicates that in practice government places considerable demands on NGOs with regard to service rendering, which is in contrast with the White Paper (1997:19) which states that the government will work together with civil society to meet basic physical, economic and psycho-social needs of clients. The findings thus indicated that the opposite is taking place in practice.

Sub theme 4: Combining interventions

The social workers indicated that the government expects them to be involved with successful community development projects as well as statutory services. The social workers also remarked that although the government expects social workers to implement casework, group work and community work, government focus more on casework. These expectations confuse social workers in practice. The social workers involved in the research study saw the two functions as separate regarding implementation due to practice realities and obstacles.

The social workers motivated their viewpoints as follows:

- “The expectation is there that you should cope with all your case work and statutory work and start new projects which must be successful and people must be financially independent”.
- “The government want all three [community work, group work and case work to be rendered], but they don’t inspect [evaluate] all three...and if you look at the statistics at the end of each month, what are we concentrating on...casework!”
- “The message the Department gives to our social workers, it creates a lot of confusion, I’ve heard of a project that the social worker should pay more attention to case work and this week I’ve heard of a social work office who does casework and the Department told them to be involved in community work”.

In chapter 2 of this study it was explained that community development could be regarded as a social reform function and statutory work as a therapeutic intervention. Elliott (1993:21) remarked that social workers in practise sometimes see social reform and therapy as two dichotomies and it therefore leads to a diffusion of professional identity for some social workers. Other authors indicate that social workers do not have to make a choice between

the two interventions since very few social workers in practice implement social reform without being involved in therapy as well (compare Elliott, 1993:22; Billups, 1990:15-16; Potgieter, 1998:114, Pittman-Munke, 1999:215 and Midgley, 1996:173).

Sub theme 5: Enforce power

According to the social workers, the government uses their powerbase to threaten NGOs to cut their subsidies. The findings also indicated that social workers feel powerless against the unrealistic demands of the government. Funding is mainly viewed as coming from government, especially the Department of Social Development.

Social workers remarked the following in this regard:

- “They are going to cut our subsidy, that’s always what they say, that thing about the subsidy...but you know, they sit there and decide about what we should do but they...we got the same subsidy for the last 3 years, they didn’t even increase the subsidy”.
- McKay (2003:15) also referred to this matter stating that in the province where she works, namely KwaZulu Natal, the MEC for Social Welfare announced that there would be no increase in subsidy to the private welfare sector.
- “I think we are like that [social workers not standing up for themselves] because the Government has an axe next to our necks and if you don’t do, you die”.
 - “It’s very much unrealistic but what can you do, it is government, they call the shots, if they say jump you ask how high”.
 - “They only have money, they give it to you. They actually demand you and tell you: you must do 1,2,3,4 and the thing they are looking for is results”.
 - “The government don’t take into consideration that you have other things, like your organisation’s policy that you are following, that it takes time actually. For us it’s top-down, they don’t listen to you”.

These statements are in congruence with how Homan (1999:137) described power, namely as someone that has the control over resources that you believe to be important. In this case the

power the government has over funding welfare organisations, impacts on what they demand from NGOs.

Sub theme 6: Social work obstacles

Social work obstacles included more demands like time constraints, no specialisation and turnover of posts.

- **Time constraints**

Findings indicated that practice demands were too high and it caused social workers to have no time left to do all that is required from them, for example administration. The effectiveness of services is compromised due to time constraints.

Social workers confirmed as follows:

- “It is so frustrating, trying to do case work, community work, group work, all of it, you don’t have time for everything, things are getting left behind...I’m months behind with the administration”.
- “There is not enough people, not enough resources to render very good and effective services”.

- **Specialisation**

Social workers experienced that they do not get the opportunity to specialise in one area due to government expectations and the diversity of social problems.

The social workers explained their experiences as follows:

- “It is unrealistic to expect us to be a jack of all trades, we need to focus to be able to achieve something. How are you supposed to run around and do 10 different things and be successful in everyone...something will go [will be left unattended too]”.
- “The work is too diverse to focus”.

- **Staff turnover**

Findings indicate that social workers do not stay for long periods of time in their posts and there is thus a high level of turnover in posts. This problem influence service rendering and the trust that is build within a community. Both social workers and clients commented on this issue.

A client remarked the following:

“They [social workers] shouldn’t change so much, every year because it is difficult to trust them”.

A social worker responded as follows:

“We need to look at how to keep a social worker in a job for long or for the period of 5years...it is needed to get the project or the office to that point where it is working well...we need to make sure that you keep those social workers in that place because every time they leave, you have to start from scratch”.

Patel (1998:114) points to the big loss of staff to other institutions as indicative of a lack of competitive salaries and benefits (compare McKay, 2003:14).

- **Disempowerment**

Findings indicated that social workers are disempowered to stand up for their professional rights and voice their own needs.

The social workers indicated the following:

- “Social workers, I don’t know, we come here at a meeting and discuss all those problems, our frustrations, but I never see the social workers confronting....because we are afraid of loosing our subsidy”.
- “We can’t take care of ourselves... we had this wonderful strike of the Departmental people [public service officials], what are we benefiting? ... nothing...what did we do?....

we said, wow, they have a lot of people dancing and shouting and striking and ja, okay, we will attend to our caseload over here”.

- “If you really want people to go into a community and face all the big business people, you can’t go with R4000 in your pocket per month...you must feel that at least I’m on a level that I feel comfortable to address other people and to mix with other people”.

With regard to the low salaries of social workers McKay (2003:15) mentioned that the social workers in KwaZulu Natal is also experiencing the same disempowerment and states that: “central government has a role to play in laying down salary scales, as it does for teachers and nurses”. Patel (1998:12) describes this dependency and disempowerment of NGOs as something that “inhibits NGOs autonomy in holding government accountable and to lobby for policy changes”.

3.4.4 Theme 4: Options for integrating community development and statutory services

Theme 4 emerged from the discussions with both social workers and clients. The following sub themes emerged under this theme.

Table 4: Options for integrating community development and statutory services

THEME:	SUB THEMES:
Options for integrating community development and statutory services	1. No integration of social work roles 2. Organisational division 3. Partnerships

Sub theme 1: No integration of social work roles

The social workers and clients indicated that the same social workers should not be involved in community development and statutory work.

The social workers remarked the following:

- “Community work takes a lot of time and statutory work, so how do you combine it effectively without going crazy?”

- “The problem with statutory work is, there are deadlines, things have to be finished, lawyers driving you crazy, assessments, return dates, panels, networks. While with community work there are no specific deadlines...so at the end of the day you sit with all these dates in your diary, you have to fit it in somewhere else and community work at the end, sorry, it’s left behind, there is no time”.
- “If you want to do good community work you need to put all your attention to it, it’s all you can do, you can’t be constantly aware of all the other things you must do [actions related to statutory work]”.
- “Both are specialised fields, both are time-consuming and that is why we struggle in practise to do both”.

With these remarks the social workers clearly expressed that their experience in practice illustrated that it is not feasible for one social worker to engage in both interventions simultaneously. Community development will always be given lower priority since there are no legally enforced dates and urgent action like within statutory work.

According to the clients, one social worker should not be responsible for both interventions due to the following reasons:

- “The one social worker [focus] just on projects and when it comes to the removal [of children] then the same one should not work at the project”.
- “Isn’t it [combining community development and statutory work] also too much work for them [social workers]...because a lot of times they do not get to do everything, because if you have to do both, it is too much work”.

Both the social workers and the clients said from their experience that one social worker can not implement both interventions because of the trust that was lost during removal of children and because they are too preoccupied with statutory work to undertake community projects.

Sub theme 2: Same organisation two social workers

Social workers and clients indicated that in one organisation two different social workers should be involved in the respective interventions.

Social workers remarked the following:

- “Same office, same everything but the one worker focus on the community development and the other worker focus on the statutory work, but they work integrated”.
- “When you are worried about children, you send them for all these activities [at the community project] before statutory intervention”.

One client that took part in the pilot study explained it as follows: “One roof, two social workers”.

The findings indicated that both social workers and clients were of the opinion that it is preferred that one organisation renders both services, but with the involvement of two different social workers.

Sub theme 3: Partnerships

Social workers indicated that an external organisation could be utilised to engage in a community development project, while the social worker working in the area remains closely involved in the planning of the project.

A social worker remarked:

“I got an expert in community development to help me with it... he’s doing the project. I’m just tagging along, so it will not be the social worker running the project, it will be an outside company which could take away the face of the social worker coming to you and the face of the organisation [threat] are taken away”.

With regard to networking in partnerships a social worker cautioned as follows:

“If you want other companies or organisations to work with you, you must be aware of their reasons for joining that project because it might be something totally different than what you have in mind”.

Patel (1998:120) refers to partnerships that can be formed with government, other professionals, the business sector and other NGOs. Potgieter (1998:72) also refers to partnerships but stresses that a collaboration agreement should be signed by the involved partners which indicates the type of services each organisation agrees to render in a community.

3.5 CONCLUSION

In this chapter the biographical details of the respondents were presented as well as the findings of the focus group discussions.

Findings from the focus groups discussion included the following five themes: community development as social work intervention; statutory work as social work intervention; government demands; social work obstacles in practice and options for integrating community work and statutory services.

The following chapter will summarise the key findings and will provide conclusions and recommendations from the study.

CHAPTER 4 CONCLUSIONS AND RECOMMENDATIONS

4.1 INTRODUCTION

The purpose of this research study was to explore and gain insight into the practice experiences of social workers and clients with regard to how community development and statutory services could be integrated and meet the criteria of the White Paper for Social Welfare (1997) i.e. to render social services in an integrated, developmental manner.

The research question guiding this study was as follows: How could community development and statutory services be integrated in order to facilitate effective social service delivery within a developmental approach? In this chapter, the researcher will indicate how the objectives of the study and thus the goal of the study were achieved. Key findings will be highlighted and followed up with conclusions for the study. Finally, recommendations flowing from the study will be formulated and areas for further research identified.

4.2 GOAL OF THE STUDY

The goal of this study was to determine how community development and statutory services as two distinctive interventions could be integrated in order to render effective, integrated social services within a developmental approach. The goal was achieved through the realisation of the following objectives of the study:

Objective one: To theoretically conceptualise community development and statutory work within a developmental social welfare approach. This objective was achieved by means of a literature study as reflected in Chapter 2.

Objective two: To determine the key focus areas and roles involved in community development and statutory work as social service delivery interventions. This objective was achieved through the literature review in Chapter 2 as well as the empirical study in Chapter 3. The key focus areas and roles in community development were discussed in Chapter 2

(compare 2.4) and in Chapter 3 (compare 3.4.1). The key focus areas and roles in statutory social work services were discussed in Chapter 2 (compare 2.5) and in Chapter 3 (compare 3.4.2).

Objective three: To determine the common ground between community development and statutory services and from this premise, investigate how organisations and social workers could integrate these two distinctive service delivery interventions effectively. The common ground between community development and statutory services were investigated in Chapter 2 (compare 2.8.1) and by means of two focus group interviews with social workers and clients respectively. The investigation on how social workers could integrate these two distinctive service delivery interventions was theoretically underpinned in Chapter 2 (compare 2.6 – 2.8).

Objective four: To make recommendations with regard to how these two interventions of service delivery could be effectively integrated in a developmental approach. In this chapter (compare 4.4) the researcher will make specific recommendations on how community development and statutory social work services could effectively be integrated in a developmental approach.

4.3 KEY FINDINGS AND CONCLUSIONS

Based on the findings of the study as reflected in Chapter 3, the key findings of the research study are identified from which conclusions will be derived.

- Findings indicate that trust is essential in and impacts on social service rendering (compare Chapter 3:3.4.1 and 3.4.2). Furthermore, clients felt powerless because they were ‘forced’ to participate in community projects resulting in a lack of trust after their children were removed. The clients feel obliged to participate in community projects because they believe that the social worker will not place their children back in their care if they do not participate (compare refer 3.4.2 sub theme 4).

It can therefore be **concluded** from this finding that the type of social service intervention that a social worker implements impacts on the relationship between the client and the social worker. Clients trust the community worker more readily than the social worker who removes their children through statutory interventions. When the community social worker integrates statutory services with community development, this trust is at risk of being broken. The community's trust is thus broken when the same social worker simultaneously practises community development and statutory interventions in the community (compare Chapter 3: 3.4.5, theme 1). The community's participation in community development will therefore be influenced by the roles of the social worker and thus the chosen social service intervention(s).

- Findings indicated that community development is regarded as an essential social work intervention with a positive impact on client groups amidst its own distinctive obstacles and challenges (compare Chapter 3: 3.4.1, sub theme 1 and 4). Community development has a distinctive character in service rendering, which requires specific roles that should not be integrated with those of statutory services (compare Chapter 3: 3.4.5, sub theme 1). Social workers and managers need training regarding the value, benefits and implementation of community development (compare Chapter 3: 3.4.1, sub theme 5).

From the above finding it can be **concluded** that community development has an important role in service rendering particularly with regard to the development of human, social and economic capital (compare Midgley, 1995:158). The integration of community development and statutory work should not be expected from one social worker. Social workers should serve as resources for each other where cross referrals are made (compare Pittman-Munke, 1999:205-206). The researcher presented Pittman-Munke's interpretation of Mary Richmond's model of integration to illustrate how social casework and social reform can serve to reinforce and support one another for the betterment of society (refer Chapter 2: 2.8.1).

- Statutory work as social service delivery intervention is necessary because there are

children living in harmful circumstances in every community who need to be protected. However, although necessary, statutory services are not always regarded as effective (compare Chapter 3: 3.4.2). Statutory work is viewed as effective since it is a response to parents asking for assistance, especially where they suffer because of poverty. Although the findings indicated that parents asked for removal of their children, they experienced a high level of ambivalence. On the one hand they experience relief because the financial burden is less, but on the other hand, guilt because they asked for the removal of their own children (compare Chapter 3: 3.4.2, sub theme 3).

Contrary to the above the effectiveness of statutory work is questioned due to the fact that the service is described as bringing short-term relief for a child, which has detrimental long-term effects to the family. Findings indicated that the negative impact removal of children has on parents can be attributed to the removal of their responsibility; they feel powerless, stigmatised and cut off from their support systems because they are labelled as bad parents (compare Chapter 3: 3.4.2, sub theme 2 and 3).

In light of the above it can therefore be **concluded** that the need and effectiveness of statutory services are experienced with ambivalence amongst clients. Authors support this ambivalence in stating that although people will always need social work attention in the form of specific support, protection, guidance, motivation and challenges (compare Potgieter, 1998:64 and Bosman-Swanepoel and Wessels, 1995:v), it does not mean that all clients will regard the removal of children as the best option for their children and family. The statutory role of the social worker will thus always be in question. If integrated with community development, it could become even more confusing to the client.

- Research findings indicated that culture has an impact on client's views with regard to statutory work and involvement in social services. This finding was especially linked to the interpretation of the specific criteria of The Child Care Act (No 74 of 1983) as amended in 1996, with regard to the removal of children (compare Chapter 3: 4.4.2, sub theme 5). In comparison, it appears as if white clients, as opposed to black ones experience a higher sense

of antagonism against social workers in general since some of them were removed from their parents as children. As a result, they view statutory work as the only service social workers render. Contrary to the above black clients expressed a more positive view regarding social workers since they were historically more exposed to community development rather than statutory services (compare Chapter 3: 3.4.2, sub theme 5).

Based on this key finding it can be **concluded** that clients' expectation of social work interventions depend on their exposure and interpretation of the role of the social worker. Clients who have been exposed to community development, expect to a lesser degree that a social worker would remove children from the community. Contrary to the above clients who have been exposed to statutory processes for many years, perceive a social worker's role as one who removes children. Clients who have been involved with social service delivery within a community context, would not regard statutory services as the most appropriate intervention by a social worker. They rather expect the community's internal strengths to be utilised more to deal with issues such as child neglect and to call upon the community to support families and to bring relief in the form of, for example, economic capital development (compare Midgley, 1995:158).

Furthermore, although social workers need to be sensitive to different clients' interpretation of the removal of children, they have an ethical responsibility towards protecting the rights of children. The Child Care Amendment Act (96 of 1996:9) makes it clear that every child's specific circumstances should be taken into consideration when the level of risk of the child is determined within the specific guidelines stipulated by the law (compare Herbert, 1993:10).

- The South African welfare system's resources are too limited to support community development projects and statutory services, especially in the NGO sector (compare Chapter 3: 3.4.1 and 3.4.2). Social workers experience frustration regarding the establishment and continuation of community projects, due to the lack of resources and infrastructure as well as the lack of involvement of different government authorities in the projects. The White Paper

for Social Welfare (1997:93) indicates the importance of resources and the involvement of government authorities in the improvement of economic, social and cultural conditions of people.

It can therefore be **concluded** that the lack of resources impact on both statutory and community interventions. Resources are very important to prevent further removal of children (compare Chapter 3: 3.4.2, sub theme 3). According to the researcher the South African Government does not provide enough infrastructure and benefits in the form of free education and medical benefits to families in need, since the existing benefits, are received by children who has been already removed and placed in the system. This lack of infrastructure to families in need evidently leads to the legal removal of children and thus stigmatisation of families.

- The South African government, specifically referring to the Department of Social Development, as significant funder of social services places unfair and unrealistic demands on NGOs, especially regarding the integration of the two service delivery interventions (compare Chapter 3: 3.4.3) and the inconsequent policy implementation (compare Chapter 3: 3.3.3, sub theme 2). These demands cause social workers to feel disempowered, tired and cause social workers to leave the social work profession (compare Chapter 3: 3.4.3).

It can be **concluded** that the government does not provide an enabling environment for social development by demanding that social workers integrate statutory services with community development projects. The consequences thereof with regard to the developmental approach to social welfare have not been clarified. The demands of the government on NGOs to accommodate more statutory services by already overburdened social workers, without additional funding, disempower social workers and thus impact negatively on service delivery. It can further be concluded that NGOs rely too much on government as funding source, which is not sustainable over a long period of time since the withdrawal of the government as resource might jeopardise the continuation of social service delivery and thus the welfare organisation (compare Patel, 1998:120).

Furthermore it can be concluded that the government demands the integration of the two service delivery interventions without any clear policy on how. The Government does not comprehend the practical obstacles social workers encounter because they display a lack of interest to social workers' experiences (compare McKay, 2003:15).

The inconsequent funding policy implementation can also be linked to government's enforcement of the integration of the two service delivery interventions without having a clear guideline regarding the evaluation of community projects. During evaluations of office performances the government mainly focuses on evaluating statutory work and not on community development due to the lack of an evaluation tool. Statutory work is then continuously funded to a greater extent than community development.

- Findings indicated that community development and statutory work cannot be integrated as social service interventions by the same social worker due to the distinctive nature of the two interventions. Statutory services have clear procedures and deadlines to adhere too within time constraints and the urgency of the intervention depend on the degree of risks of clients (compare Chapter 3: 3.4.5, theme 1). On the other hand, the initiation and facilitation of community development projects are dictated by the pace of the community and community participation and involvement depends on the level of ownership and commitment of the community (compare Chapter 3: 3.4.5, theme 1).

From these findings it can be **concluded** that statutory and community development interventions are guided by different processes, time frames, and models of implementation, such as the legislative framework in the case of statutory work as opposed to participatory models in community development. Where the same social worker is responsible for the integration of statutory work and community development interventions, community development is neglected, if practiced at all, since the nature of statutory work demands immediate response and continuous actions to meet legislative deadlines (compare Bosman-Swanepoel and Wessels, 1995:43 and the New Dictionary of Social Work, 1995:62).

Since this research study was of an explorative nature the following hypotheses can be formulated: Statutory social services and community development as social service delivery interventions cannot be integrated by the same social worker.

- Findings indicated that partnerships is a possible option for the integration of community development and statutory social work services (compare Chapter 3: 3.4.5).

It can therefore be **concluded** that whilst the rendering of community development and statutory services by the same social worker is not feasible, the two interventions could be integrated within a particular community-context if a clear partnership for social service delivery within welfare organisations, and with external resources, are formed and sustained. Patel (1998:116) mentions that partnerships can be formed regarding funding and delivery of services, whereas Potgieter (1998:72) elicits the problems and challenges partnerships entail.

The integration of the two social service interventions, however, must be based on a model which will integrate the case work/statutory processes with the social reform/community development process. The model of Pittman-Munke (1999:205-206) as discussed (compare Chapter 2: 2.8.1) can facilitate such an integration challenge. This partnership should be built on trust and a clear role-clarification for all parties involved.

In summary, integration of statutory services and community development as two social service interventions is not feasible by the same social worker, but is possible by means of well established and sustained partnerships within and across NGOs.

4.4 RECOMMENDATIONS

Based on the findings and conclusions that emerged from the research study, the researcher recommends guidelines for the development of (1) a model and (2) a policy framework for the integration of statutory services and community development within a developmental approach.

4.4.1 Development of an integrated model for statutory services and community development within a development approach

Guidelines for the development of an integrative model includes the following:

- Based on the fact that social welfare in South Africa has adopted a developmental approach to social service delivery, social workers demarcate their boundaries for service delivery as both person/people-changers (micro practice) and society-changers (macro practice) (compare Elliott, 1993:11; Billups, 1990:15-16; Pittman-Munke, 1999:215 and Midgley, 1996:173). This implies that there is consensus on the need for both statutory services and community development.
- Grass-roots participation, empowerment and capacity building (United Nations, 1999:10) and economic development should be the key focus areas for an integrative model within a development approach.
- It is important to utilise both statutory and community development interventions in such a way that they reinforce one another. As described in Chapter 2 (2.8.1) Mary Richmond's model for integration of social casework and social reform could be utilised for the design of an integrative model where statutory services and community development will reinforce and support one another for the betterment of society (Pittman-Munke, 1999:205-206). Through such an integrative model, data on social problems could be gathered through casework (micro level) and utilised to address these problems on a macro, community level. This integrated data, in turn, could be utilised to influence the drafting of policies to address specific social problems.
- Partnerships should be formed within and across NGOs to effectively implement an integrative model for statutory services and community development. Various partnership options should be investigated.

The premises for partnership is based on the fact that one social worker should not implement both statutory services and community development simultaneously within the same community due to the risk of breaking the trust relationship between the social worker and the client and the distinctive nature of the two interventions.

Option 1: An NGO could appoint a specific social worker for the purpose of community work and development and forthcoming from that intervention, the same social worker can implement social group work in the community. When a statutory intervention is required for that specific community a different social worker should then become involved to investigate and intervene by means of a statutory process. However, the social workers involved need network in order for cross referrals to take place that would ensure integrated services which benefit both the client (micro-focus) and the community (macro focus).

Option 2: Due to the limited social workers in the field, it is recommended that community workers who work in various communities in a particular area, combine their efforts within their employed NGO, but in particular across the NGOs working in the area. The community will thereby benefit because of the strengthened expertise, resources and mandates to lobby for funding and advocate for the rights of all clients. In addition, social workers could resist being instructed by government to fulfil roles they do not perceive as ethically fit in the community.

Option 3: Partnerships can also be formed with other NGOs where the one organisation is responsible for community development and the other organisation for statutory services. NGOs must determine whether they have the expertise to implement both interventions in an integrated manner or whether they should partner with another NGO to share service-rendering responsibilities.

Whichever option is chosen, a clear vision, strong leadership, a clear communication strategy and committed social workers are prerequisites for any partnership to be embedded in respect

for each partner's unique strength and contribution. NGOs in particular need to strengthen their capacity as a united front to lobby government for funding and enabling social service working conditions.

- According to Mary Richmond's Model the integration of services entails the initiation of policies (Pittman-Munke, 1999:205-206).

4.4.2 Policy guidelines for integration of statutory services and community development within a developmental approach

The government, in collaboration with NGOs, must provide a policy framework for the integration of statutory services and community development within a developmental approach. This policy framework should be included in the current Draft Policy for Financial Awards to Service Providers (discussed in Chapter 2: 2.6) with particular reference to the following:

- The costing of statutory services.
- The costing of community development projects.
- A clear outline of options which direct the rendering of integrated statutory and community development interventions.
- The distinctive roles for social workers with regard to statutory services and community development.
- A strategy for a partnership between government and NGOs. This strategy must include a clear mandate with regard to referrals of statutory work to NGOs in relation to (1) funding and (2) NGOs capacity to deal with the additional responsibility in an integrated manner. This strategy should also include a communication strategy between government and NGOs and procedures to follow if communication between government and NGOs breaks down.
- Building blocks for sustainability of integrated social service delivery. This includes resource development in order for families and children in need to be protected against unnecessary removal of children and simultaneously improve the economic

development of community members. It is recommended that NGOs seek more funding partners to ensure sustainability and start by marketing their services to international funders by means of the Internet.

- NGOs, in partnership with the Department of Social Development, should take the initiative to compile an evaluation tool for community development projects. This evaluation tool should be included in the current Draft Policy for Financial Awards to Service Providers.
- NGO's management boards should initiate continuous professional training for social workers in the specialised field and benefits of community development. The point of departure here is when social workers know the field of community development and the benefits it holds for the community, they would be motivated to implement community development and as a result will then seek to integrate the two service delivery levels.

Finally it is recommended that the above proposed guidelines for a model and policy framework to integrate community development and statutory services within a development approach should be refined, implemented and the impact thereof on integrated social service delivery researched.

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**Attachment A:
Letter of consent
(Social workers)**

Attachment A

CONSENT TO PARTICIPATE IN RESEARCH STUDY (Social Workers)

Researcher: Liezel Landman

Address: PO Box 32310
Totiusdal
0134

Informed consent:

1. **Participant's name:** _____

2. **Title of the study**
Integration of community development and statutory social work services within a developmental approach

3. **Aim of the study**
The purpose of this study is to explore how community development and statutory services as two distinctive service delivery levels could be integrated in order to render effective, integrated social services within a developmental approach.

4. **Research procedure**
I understand that I will be invited to be part of a focus group discussion to explore the integration of community development and statutory social services. The duration of a focus group session will be approximately one hour. I understand that I will be advised of the time and venue of the discussion groups. I acknowledge that the focus group discussion will be recorded on an audio tape. The cassettes and transcripts will be kept in a secure place and will be listened to for the research purposes only by the researcher. Once the research has been completed, the cassettes and transcripts will be destroyed.

5. **Risks and discomforts**
I take note that this research will remind me of the impact that practice realities and demands of formal policies have on my service delivery. However, I take note that there are no known risks involved in partaking in this research.

6. **Benefits**
I understand that there are no direct benefits for me to participate in this research study. However, the results of the study may help welfare organisations to integrate community development and statutory social work services in a more developmental

manner. I understand that my contribution in the focus group will help welfare organisations to improve their service rendering in this regard.

7. Participation rights

I understand that my participation is voluntary, that I can choose not to participate in part or all the research, and that I can withdraw at any stage without being penalised or disadvantaged in any way.

8. Confidentiality

I understand that the researcher will take all reasonable steps to protect the anonymity of research participants.

9. Disclosure

As this is a focus group discussion, each participant agrees not to disclose confidential information to any other participant. I agree to use my best efforts to prevent disclosure of confidential information and to treat such information with at least the degree of care that I treat similar material and information of my own.

By signing this consent form, I confirm that I have read this informed consent form and that the study has been explained to me. I do not give up any legal right by signing this informed consent form. I agree that I will receive a signed copy of this consent form.

I understand that I will not receive any compensation for participating in this research.

Participant (Print name)

Participant's signature

Date

Signature of researcher

**Attachment B:
Letter of consent
(Clients)**

Attachment B

CONSENT TO PARTICIPATE IN RESEARCH STUDY (CLIENTS)

Researcher: Liezel Landman

Address: PO Box 32310
Totiusdal
0134

Informed consent:

1. **Name:** _____
1. **Title of the study**
Integration of community development and statutory social work services within a developmental approach.
2. **Goal of the study**
The goal of the study is to find out what your views are on whether a social worker can help a family through statutory social services and at the same time be involved with the larger community in development projects.
3. **Research procedure**
I understand that I will be invited to be part of a group discussion to explore the integration of community development and statutory social services. The duration of a focus group session will be approximately one hour. I understand that I will be advised of the time and venue of the discussion groups. I understand that the focus group discussion will be recorded on an tape. The cassettes and transcripts will be kept in a secure place and will be listened to only for the research purposes by the researcher. Once the research has been completed, the cassettes and transcripts will be destroyed.
4. **Risks and discomforts**
I take note that I can decide what I want to share with the group with regard to my experiences of the social services that I have been engaged in and that my involvement in the research is in no way linked to any service that I have received in the past or might need in the future.
5. **Benefits**
I understand that there are no direct benefits for me to participate in this research study. However, the results of the study may help welfare organisations to improve

their services. I understand that my contribution in the focus group will help welfare organisations to improve their service delivery to clients.

6. Participation rights

I understand that my participation is voluntary, that I can choose not to participate in part or all the research, and that I can withdraw at any stage without being penalised or disadvantaged in any way.

7. Confidentiality

I understand that the researcher will take all reasonable steps to make sure that my name will not be mentioned by the research study.

8. Disclosure

As this is a research group discussion with very confidential information, I agree not to tell any other person about what we have discussed during the group.

By signing this consent form, I confirm that I have read/understand this informed consent form and that the study has been explained to me. I do not give up any legal right by signing this informed consent form. I am aware that I will receive a signed copy of this consent form.

I understand that I will not receive any compensation for participating in this research.

Participant (Print name)

Participant's signature

Date

Signature of researcher

**Attachment C:
Biographic details
(Social workers)**

Attachment C

**BIOGRAPHIC DETAILS
SOCIAL WORKERS**

Please provide the following details:

1. Gender Male Female

2. Age group 22-30 31-40 41-50 51-60 61+

3. How many years experience do you have in practising statutory work?

0-5 years	
6-10 years	
11-15 years	
16-20 years	
21+ years	

4. How many years experience do you have in practising community development?

0-5 years	
6-10 years	
11-15 years	
16-20 years	
21+ years	

5. How many years experience do you have in combining community development and statutory services?

0-5 years	
6-10 years	
11-15 years	
16-20 years	
21+ years	

6. What is your current position in the organisation?

Manager / Supervisor	
Field worker	
Other	

7. Indicate the area(s) that you work in.

Urban	
Semi-urban	
Rural	

Attachment D: Biographic details (Clients)

Attachment D

**BIOGRAPHIC DETAILS
CLIENTS**

Please provide the following details:

1. Gender Male Female

2. Age group 22-30 31-40 41-50 51-60 61+

3. Indicate the area that you live in:

Urban	
Semi-urban	
Rural	

4. For how long have you been involved in a community development project?

0-1 year	
1-5 years	
6-10 years	
11-15 years	
16-20 years	
21+ years	

5. How long have you been involved in statutory social work services?
(Children’s care act)

0-1 year	
1-5 years	
6-10 years	
11-15 years	
16-20 years	
21+ years	

**Attachment E:
Semi-structured interview
schedule
(Social workers)**

Attachment E

**SEMI-STRUCTURED INTERVIEW SCHEDULE
SOCIAL WORKERS**

Goal of the study:

The goal of this study is to determine how community development and statutory social services as two distinctive intervention levels could be integrated in order to render effective, integrated social services within a developmental approach.

Question 1:

How do you see the key focus areas and roles of community development?

Question 2:

What is your view on key focus areas and roles for statutory social service intervention?

Question 3:

What is your perspective on the common ground between community development and statutory service rendering?

Question 4:

What is your experience and view about pressure that you might experience from the Department of Social Services or your employer with regard to the expected integration of the two interventions, i.e. statutory work and community development?

Question 5:

What would you say are the options regarding the integration of community development and statutory social services?

**Attachment F:
Semi-structured interview
schedule
(Clients)**

Attachment F

**SEMI-STRUCTURED INTERVIEW SCHEDULE
CLIENTS**

GOAL OF THE STUDY:

The goal of this study is to find out what your views are on whether a social worker can help a family through statutory social services and at the same time be involved with the larger community in development projects.

Die doel van die navorsing is om uit te vind wat jou siening is oor of 'n maatskaplike werker jou kan help deur om beide statutêre werk en gemeenskapsontwikkeling saam te doen.

QUESTION 1:

How do you think community development projects can help people?

Hoe dink jy kan gemeenskaps projekte mense help?

QUESTION 2:

How do you think statutory services can help people?

Hoe dink jy kan statutêre werk mense help?

QUESTION 3:

What are the expectations of families regarding the future of their children when they are involved in community projects?

Wat is die verwagtinge van gesinne rondom die toekoms van hulle kinders wanneer hulle betrokke is in 'n gemeenskapsprojek?

QUESTION 4:

What have you learned from your involvement in the community project and how did it help you to face the problems in your family?

Wat het jy geleer deur jou deelname in die gemeenskapsprojek en hoe het dit jou gehelp om die probleme in jou gesin te hanteer?

QUESTION 5:

Explain how you feel when the same social worker is involved in both the community project as well as statutory services?

Verduidelik hoe jy voel wanneer dieselfde maatskaplike werker betrokke is beide die gemeenskapsprojek en statutêre dienste.

QUESTION 6:

When you are involved in statutory services and community development at the same time, what must be done to make sure that you benefit from it?

Wanneer jy dieselfde tyd betrokke is in 'n gemeenskapsprojek en statutêre werk, wat moet gedoen word om seker te maak dat jy voordeel daaruit trek?